

# **Social Security Bulletin**

**September 1941**

## ***Special Articles***

**Effects of Migration on Unemployment Benefit Rights**

**Migration and National Defense**

**Interstate Industrial Migration as Reflected in  
Claims for Unemployment Compensation**

**Job Seekers Registered at Public Employment  
Offices, April 1941**

**FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD**

**WASHINGTON, D. C.**

**Volume 4**

**Number 9**

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FEDERAL SECURITY AGENCY  
**SOCIAL SECURITY BOARD**

WASHINGTON, D. C.

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The Social Security Bulletin is published monthly under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, Seventy-second Congress, approved June 30, 1932. Publication is approved by the Director, Bureau of the Budget, as required by Rule 42 of the Joint Committee on Printing.

The Bulletin is prepared in the Bureau of Research and Statistics, of which L. S. Falk is Director, and is under the editorial supervision of Mary Ross. It reports current data on operations of the Social Security Board and the results of research and analysis pertinent to the social security program. Expressions of opinion in articles represent the views of the author or the originating office rather than official opinions of the Board.

Correspondence in regard to published data should be directed to the Social Security Bulletin, Bureau of Research and Statistics, Social Security Board, Washington, D. C.

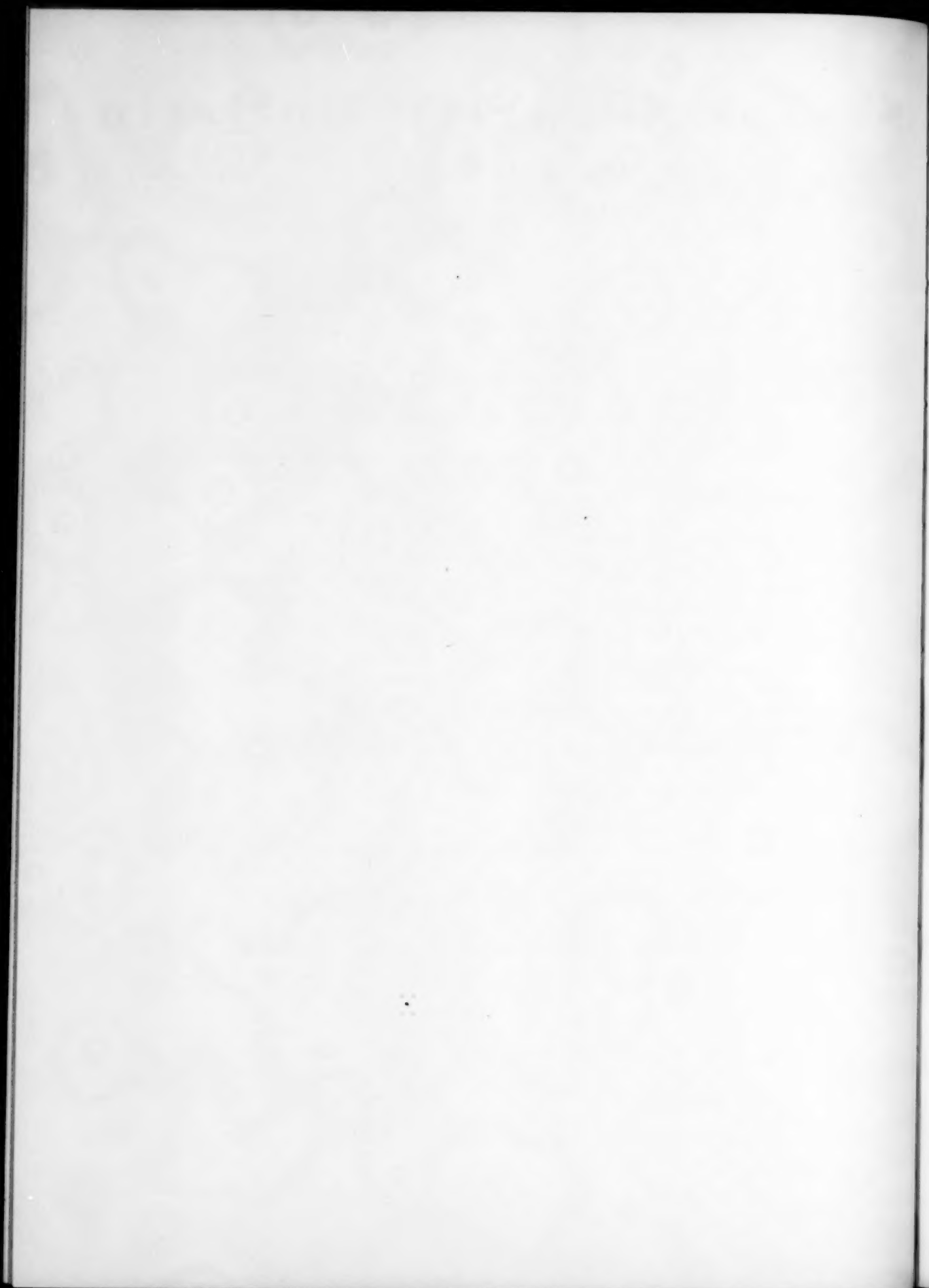
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# Social Security Bulletin

Volume 4

SEPTEMBER 1941

Number 9

## Social Security in Review

THE REAPPOINTMENT of George E. Bigge of Rhode Island as member of the Social Security Board for a term expiring August 13, 1947, was confirmed by the Senate on August 7, 1941. Mr. Bigge was first appointed on August 6, 1937, for the remainder of the unexpired term resulting from the resignation of John G. Winant.

THE FIRST MAJOR occupational displacement in industry arising from the curtailment of normal production of consumer goods took place during August in connection with the abrupt shortage of raw silk. The Bureau of Employment Security set in motion procedures for transferring to other employments workers in the silk industry whose jobs are threatened. State employment service offices were instructed to give special attention to the registration of workers who have been laid off by silk-processing establishments, and particularly to get a detailed record of skills from previous experience which will permit immediate transfers to jobs in other industries and a record of characteristics which make the worker suitable for training in defense occupations.

Some 25,000 workers, or 14 percent of the silk industry's labor force, are affected by the shortage. It is anticipated that the absorption of displaced workers by defense plants will be rapid, in view of the concentration of the silk industry in the heavily industrialized sections of the East, where the demand for defense workers has been greatest and where labor from other areas has often had to be imported. Moreover, a large proportion of the workers in the silk industry are women with a high degree of manual dexterity and well qualified for light assembly work in defense plants and other essential jobs.

A similar program has been inaugurated for workers in the automobile industry, which started seasonal lay-offs in July, before the introduction of new models. To offset the effect of the reduction in passenger-car production of 26.6 percent,

ordered on August 21 for the months of August, September, October, and November, a joint committee of representatives of industry and labor was appointed by Sidney Hillman, Associate Director of the Office of Production Management. The committee, which includes representatives of the United States Employment Service, is to carry out a program involving transfer of workers to defense plants now being built by the automobile industry and to other defense industries and provisions for a special training program for the displaced workers. At the same time, a survey to gather information on the extent and location of the immediate furloughs and lay-offs is to be made by the regional labor supply committees, through the facilities of the employment service offices. The survey will cover all areas of the country but will concentrate especially on Detroit.

THE HOUSE COMMITTEE Investigating National Defense Migration, it is announced, will also hold hearings in Detroit on September 23-25 to study the effect on communities and on individual workers of the shift from nondefense to defense production.

ALL OPERATIONS of the employment security program during July reflected some aspect of the increasing impact of the defense program on production and on the available labor supply. Placements through State employment service offices, which usually decline between June and July, this year increased 6 percent from the June figure and 62 percent from the July 1940 total. This year's volume of placements—in July nearly half a million—has been exceeded only by the peak months of 1936; at that time, however, the high levels represented placements on public works and public relief projects while now the placements are preponderantly in privately managed enterprises. During the first 7 months of this year, 3 million placements were



made by the State employment offices; only 1.9 million were made in the comparable 1940 period.

The increase from June was not shared equally by all the States; 18 jurisdictions, among which were included 6 leading industrial States, were affected by delayed delivery or temporary shortage of materials and reported fewer placements. Although there was an increase in July in the extent to which placements of women exceeded those made in the same month a year earlier, placements of women in that month were only 45 percent higher than in July 1940 while those of men were 72 percent higher.

Growing shortages of raw materials in the aircraft industry, the chief outlet for graduates of defense vocational training programs, was the principal reason for a decline in June of 8 percent from May in placements by public employment offices of trainees under the program. Referrals of new candidates for training increased nearly one-third, however, as the close of the regular school year freed considerable numbers of students.

The number of job seekers registered for work at the end of July was less than 5 million, for the first time since December 1940; the July registrations represent a decrease of 3 percent from June and 11 percent from July 1940. Paralleling the decrease in registrants, benefit payments of \$29.3 million represented a decline of 4 percent from June and were only about half the amount in the previous July. More than 752,500 workers received compensation for more than 2.7 million weeks of unemployment; a year ago 1.4 million workers received compensation for 5.5 million weeks of unemployment.

**MONTHLY BENEFITS IN FORCE** under the old-age and survivors insurance program increased 5.4 percent to 392,000 in July. The proportion in current-payment status was slightly less than in June, as a result of the fact that many beneficiaries are preferring to continue working, with the resulting suspension of their benefit payments while they are actively employed. The amount certified for payments totaled \$8.1 million. Of this amount, \$6.9 million represented monthly payments to nearly 360,000 individuals, and \$1.2 million represented lump sums certified for claims based on the wage records of 8,600 deceased workers.

**TOTAL PAYMENTS** for public assistance and earnings

under Federal work programs, which have been decreasing every month since March, dropped another 11 percent in July. Totalling \$166.9 million, they were 21 percent lower than in the previous July and were the smallest for any month since June 1934. It is estimated that these payments benefited 11.1 million persons in 4.2 million different households, the smallest number of persons in any month during the period for which the Board has data—from the beginning of 1933 to the present. Total payments for the special types of public assistance decreased slightly from June but increased 14 percent from July a year ago. General relief payments were nearly 40 percent below expenditures for July 1940.

FOR THE PURPOSE "of assuring adequate health and welfare services to meet needs of the national defense program," an Office of Defense Health and Welfare Services was established by the President, by Executive Order of September 3. The new Office is an integral part of the Office of Emergency Management, within the Executive Office of the President. Paul V. McNutt, Federal Security Administrator, who has served as Coordinator of Health, Welfare, and Related Defense Activities since November 28, 1940, has been designated Director of the new Office. Health and welfare services are defined in the Executive Order as "all health, welfare, medical, nutrition, recreation, and related services including those aspects of education under the jurisdiction of the Federal Security Agency."

A VOLUNTARY PHYSICAL REHABILITATION program for selectees rejected for Army service has been recommended by the Commission on Physical Rehabilitation, appointed by Mr. McNutt to study the seriousness of the extent of physical impairment of American youth as revealed by medical examinations under the Selective Service Act. Announcing that steps are now being taken through appropriate channels to obtain the necessary legislation for the proposed Government-financed program, Mr. McNutt pointed out that, although the program "is directed primarily toward making more men available for military service, it has far greater implications on the future public health of the country, particularly in relation to the opportunities for the replacement of these registrants into civilian pursuits after the emergency is over."

# Effects of Migration on Unemployment Benefit Rights

IDA C. MERRIAM AND ELIZABETH T. BLISS\*

THE COEXISTENCE of 51 State unemployment compensation systems creates problems with respect to the benefit rights of workers who move from one State to another in search of employment. Eligibility provisions designed to disqualify workers whose attachment to the labor market is weak result in inequalities in the degree of protection against unemployment afforded industrial migrants and nonmigrants with comparable earnings and employment experience. Migrants who would qualify for benefits if their total taxable wages were credited under a single system are ineligible because their earnings in covered employment in any one State are insufficient to meet the minimum requirement. Others qualify in one or more States, but—when weekly benefits and the number of payments are proportional to earnings in a base period—their weekly benefit amount and total potential benefits are less than would have been the case had all their wage credits been combined. Conversely some migrants acquire double or nearly double the usual maximum benefit rights, if their covered employment and earnings are so divided as to make them eligible for the maximum benefits allowed in more than one State of employment.

Recognition of the problems of the interstate worker has been responsible for various special provisions for this group under the State unemployment compensation systems. The interstate benefit-payment plan, under which each State unemployment compensation agency agrees to act as agent for all others in the taking of claims, enables workers who have acquired benefit rights in one State to receive benefits for total unemployment although they are no longer residents of that State when they become unemployed. Furthermore, in order to permit all of a worker's taxable wages from a single employer to be credited with one State agency even though the worker is employed in more than one State, the majority of State laws define covered employment to include

an individual's entire service with one employer if the major part of the service is performed in the State, or if the base of operations is within the State or, in case the base of operations is outside all States in which the service is performed, if the worker resides in the State. It is also possible under the laws of many States for the administrative agency to enter into reciprocal arrangements with other State agencies to determine borderline coverage cases.

These provisions only partially meet the problem of the interstate worker. In some cases employers are not aware of the possibility of reporting to a single agency all earnings of workers employed in more than one State. The interstate benefit-payment plan applies only to workers who are able to qualify in at least one State. No States have entered into arrangements whereby earnings in all States of employment can be used as a basis for benefit payment under a single agency, although all State laws permit such action. Furthermore, the interstate benefit-payment plan does not at present apply to partially unemployed workers, although several States have undertaken the payment of partial benefits to such workers outside the interstate benefit-payment plan.

In order to obtain some information on the extent of employment in more than one State in the course of a year—the usual base period for the determination of unemployment compensation rights—and the effect of divided earnings on such benefit rights, a study was undertaken of the earnings experience during 1938 of a 1-percent sample of workers with recorded taxable earnings in 1938. The wage records of the Federal old-age and survivors insurance program were used in preference to those of the State unemployment compensation agencies because of the practical difficulty of obtaining information from all the different State agencies with respect to the earnings of individual workers. Since the old-age and survivors insurance wage records include wages received from employers of one or more in covered industries while most of the State unemployment

\*Bureau of Research and Statistics, Division of Coordination Studies. This article is a partial summary of a more detailed report on the same subject, to be published by the Bureau of Research and Statistics.

compensation laws have less inclusive coverage definitions, the tabulations understate the effect of existing unemployment compensation eligibility provisions.

The effect of four alternative eligibility provisions was analyzed on the hypothesis that each applied uniformly in all States. Three of the provisions tested require minimum taxable wages of specified flat sums in the base year, amounting to \$100, \$150, and \$250, respectively. The fourth calls for taxable wages of at least \$150 in the base year with the additional requirement that the total taxable wages must equal 30 times the worker's weekly benefit amount. The weekly benefit amount is assumed to be  $\frac{1}{2}$  of the highest quarter's wage, with a minimum of \$5 and a maximum of \$15. This formula, designated the "high-quarter earnings formula" in the study, approximates wage qualifications now in effect in 22 States.

Benefit rights were computed on the basis of taxable wages in the calendar year 1938 on the assumption that this was the base period for the entire group. Of necessity, therefore, the analysis relates to potential rather than actual eligibility and gives an indication of the adequacy of the insurance protection migrants receive under multi-state insurance systems rather than an estimate of probable losses of benefit rights in 1939.

## Employment Experience of Migrants and Non-migrants

Of the approximately 277,000 cases studied, slightly more than 15,000 or 5.5 percent had wages taxable under the old-age and survivors insurance program in more than one State during 1938. For convenience in reference, these workers are designated as migrants. The great majority of these migrants, 94 percent, had taxable wages in two States only.

Analysis of the wage-record data indicated that there were two fairly distinct types of migrants included in the sample. Approximately 6,000, or 39 percent of the migrants, had only one employer in 1938 (table 1). While it is possible that some of these were actually nonmigrants mistakenly coded as migrants,<sup>1</sup> fully 75 percent were unquestionably workers employed in two or more States. They may have been either workers who were continuously on the pay roll of a multistate concern and transferred by the management from one unit to another or workers who were employed in industries dominated by several large concerns

<sup>1</sup> Some workers classified as 1-employer migrants may have actually been nonmigrants continuously employed outside the State of the employer's home office. If an employer with more than 1 establishment fails to indicate on a quarterly report the State in which a worker is employed, the employee is coded as having been employed in the State of the home office. If in such a case the actual State of employment were indicated on the employer's other quarterly wage reports for 1938, the worker would be classified as working in 2 States although he had actually been employed in only one.

Table 1.—Number and percentage distribution of migrants and nonmigrants with one and with more than one employer, by amount of taxable wages, 1938<sup>1</sup>

Taxable wages	Migrants						Nonmigrants					
	Number			Percent			Number			Percent		
	Total	With 1 employer	With more than 1 employer	Total	With 1 employer	With more than 1 employer	Total	With 1 employer	With more than 1 employer	Total	With 1 employer	With more than 1 employer
Total.....	15,124	5,896	9,228	100.0	100.0	100.0	261,526	207,459	54,067	100.0	100.0	100.0
Less than \$50.....	550	129	421	3.6	2.2	4.6	29,215	25,838	3,377	11.2	12.5	6.2
50-99.....	606	121	485	4.0	2.1	5.3	15,308	11,617	3,691	5.8	5.6	6.8
100-199.....	1,186	232	954	7.9	3.9	10.3	21,436	14,942	6,494	8.2	7.2	12.0
200-299.....	1,148	225	923	7.6	3.8	10.0	16,301	10,915	5,386	6.2	5.3	10.0
300-399.....	1,100	242	858	7.3	4.1	9.3	14,433	9,771	4,662	5.5	4.7	8.6
400-499.....	1,016	275	741	6.7	4.7	8.0	13,617	9,478	4,139	5.2	4.6	7.6
500-999.....	4,167	1,671	2,496	27.6	28.3	27.1	63,763	49,650	14,113	24.4	23.9	26.1
1,000-1,499.....	2,542	1,367	1,175	16.8	23.2	12.7	42,510	35,879	6,631	16.3	17.3	12.3
1,500-1,999.....	1,425	822	603	9.4	13.9	6.5	22,627	19,603	3,024	8.6	9.4	5.6
2,000-2,499.....	626	380	246	4.1	6.5	2.7	10,333	9,114	1,219	4.0	4.4	2.3
2,500-2,999.....	307	195	112	2.0	3.3	1.2	4,756	4,238	518	1.8	2.0	1.0
3,000 or more.....	451	237	214	3.0	4.0	2.3	7,227	6,414	813	2.8	3.1	1.5
Less than 500.....	5,606	1,224	4,382	37.1	20.8	47.5	110,310	82,561	27,749	42.1	39.9	51.2
Less than 1,500.....	12,315	4,262	8,053	81.5	72.3	87.3	216,583	168,090	48,493	82.8	81.1	89.6
Median taxable wage.....	\$734.70	\$1,019.39	\$546.47				\$660.38	\$713.18	\$482.71			

<sup>1</sup> Data based on a sample of approximately 1 percent of wage records of all workers with taxable wages in 1938 under the old-age and survivors insurance program. "Migrants" designates those workers who received taxable wages in more than 1 State, "nonmigrants" those who received taxable wages in 1 State only.



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and, having lost their jobs in one State, were by chance employed by another unit of their original employing concern in another State. The one-employer migrants had both steadier employment and higher earnings than the nonmigrants. Their median taxable wage was \$1,019 as compared with \$660 for the nonmigrants. In contrast to the nonmigrants, a much larger proportion had some earnings in covered employment in all quarters of 1938 and a much smaller proportion had earnings in only one quarter (table 2).

The remaining migrants, those employed by more than one employer during 1938, were characterized by relatively low taxable wages. Almost half the group had reported wages of less than \$500 in 1938 and three-fourths had reported wages of less than \$1,000 for the same period. Their median taxable wage, \$546, was less than that of the nonmigrants by more than \$100. Their earnings, however, compared favorably with those of the multi-employer nonmigrants. A much smaller proportion of the multi-employer migrants than of the nonmigrants had earnings in covered employment in only one quarter (tables 1 and 2).

Many of the one-employer migrants are undoubtedly protected against loss of unemployment benefit rights by the uniform definition of employment in State laws and by the reciprocal agreements described above. However, only those workers sent by their employers from State to State in the course of their employment are thereby protected against division of wage credits among several State agencies. Employees of large corporations who become unemployed, migrate to another State, and find new jobs in another employing unit of the same concern, would be in the same position as multi-employer migrants with respect to the reporting of their taxable wages for unemployment compensation.<sup>2</sup> Similarly, the wage credits of employees who are permanently transferred by management during the year may be divided between two compensation systems, thus causing potential benefit loss. It was estimated that from 25 to 30 percent of the one-employer migrants were either permanently transferred by management or moved on their own

<sup>2</sup> All establishments under a single ownership carried the same employer code number on the 1938 old-age and survivors insurance records. Thus all units of the Atlantic and Pacific Tea Company, or the U. S. Steel Corporation, wherever located and whatever they were producing, were classified as 1 employer.

initiative and, hence, would have had their wages reported to more than one State in 1938.

Unfortunately, there is no way of determining which of the one-employer migrants would have had taxable wages reported to more than one State unemployment compensation agency. Consequently the analysis of the effect of divided wage credits on unemployment benefit rights is based primarily on the experience of the multi-employer migrants.

### Benefit Rights of Multi-Employer Migrants

**Total loss of rights.**—Under each of the four assumed formulas, some multi-employer migrants who would meet the specified eligibility requirement if all their taxable wages were credited under a single insurance system would fail to qualify for benefits in any State of employment because of the distribution of their taxable wages among several States. Depending upon the particular eligibility requirement under consideration, from 3.5 to 13.6 percent of all the multi-employer migrants would have been ineligible for unemployment benefits in any State solely because of a division of earnings (table 3).

Table 2.—Percentage distribution of workers with specified number of States of employment, by number of quarters of employment, 1938

Number of States of employment	Number of workers	Total	Workers with employment in—			
			1 quar- ter	2 quar- ters	3 quar- ters	4 quar- ters
All workers						
1.....	261,526	100.0	15.6	14.1	14.2	56.1
2 or more.....	15,124	100.0	1.8	13.6	20.8	63.8
2.....	14,189	100.0	1.9	13.9	20.8	63.4
3.....	807	100.0	.2	7.7	22.7	69.4
4 or more.....	128	100.0	1.6	6.2	15.6	76.6
With 1 employer						
1.....	207,459	100.0	18.5	13.0	11.7	56.8
2 or more.....	5,890	100.0	.6	10.0	13.5	75.9
2.....	5,754	100.0	.6	10.2	13.5	75.7
3.....	126	100.0	(1)	2.4	14.3	83.3
4 or more.....	16	(7)	-----	-----	-----	-----
With more than 1 employer						
1.....	54,067	100.0	4.2	18.5	23.6	53.7
2 or more.....	9,228	100.0	2.6	15.8	25.5	56.1
2.....	8,435	100.0	2.8	16.5	25.7	55.0
3.....	681	100.0	.3	8.7	24.2	66.8
4 or more.....	112	100.0	1.8	5.3	16.1	76.8

<sup>1</sup> Less than 0.05 percent.

<sup>2</sup> Percentages not computed; numbers of workers in this group with taxable wages in 1, 2, 3, and 4 quarters were 0, 2, 2, and 12, respectively.

The high-quarter earnings formula was by far the most stringent in excluding from benefits multi-employer migrants who would have met the minimum requirements if all their taxable wages had been credited under a single system. It was the only one which excluded from benefits in all States some migrants earning more than \$1,000. More than twice as many of the multi-employer migrants were totally disqualified under this formula as under a flat earnings requirement of \$150 in the base year. This situation is not surprising, since to qualify for benefits under this formula a claimant must not only have accumulated minimum wage credits of \$150 in one State but must also have worked in that State in at least 2 quarters.<sup>3</sup>

Under each of the four assumed eligibility formulas, the proportion of workers losing all benefit rights because of divided wage credits was greater for workers employed in three States than in two. Under each of the three flat earnings requirements, the proportion of workers employed in four or more States who were thus disqualified was smaller than in the case of workers employed in three States; under the \$100 earnings requirement the proportion disqualified was less for workers employed in four or more States than for those employed in two. Evidently the higher earnings of the former group offset the effect of division of earnings among a larger number of States. Under the high-quarter earnings formula, on the other hand, 27 percent of the workers employed in four or more States, as compared with 13 percent of those employed in two States and 18 percent of those employed in three, were ineligible for benefits because of the distribution of their wage credits. In this case, the requirement of employment in more than one quarter counteracts the higher earnings and operates with increasing force as the number of States of employment increases.

**Unused wage credits.**—In addition to the multi-employer migrants who would lose all benefit rights, another large group would qualify in one but not in all States of employment. Under an insurance system in which benefit rights are related to past earnings and employment experience, most of these workers would have lower weekly benefit

amounts or a shorter potential duration of benefits because of their inability to obtain full credit for their taxable wages in the computation of benefit rights. The amount earned in States in which the worker did not qualify for benefits was calculated for each migrant eligible in at least one State. These amounts are called "unused wage credits" throughout this discussion (tables 3 and 4).

The existence of unused wage credits, that is, the inability to obtain insurance credit for total taxable wages, has varied consequences depending on the formula used to compute the weekly

**Table 3.—Percentage distribution of multi-employer migrants with specified number of States of employment, by availability of wage credits under four assumed eligibility requirements, 1938**

Number of States of employment	Total <sup>1</sup>	No unused wage credits	Total wage credits unused because of—		Total with some unused wage credits	Workers with unused wage credits and less than maximum benefit rights	
			Failure to meet minimum requirement	Distribution of wages		1/4 duration formula <sup>2</sup>	1/4 duration formula <sup>3</sup>
\$100 wages required in base year							
2 or more.....	100.0	42.5	9.8	3.5	44.2	38.4	26.6
2.....	100.0	43.8	10.3	3.3	42.6	37.5	26.5
3.....	100.0	29.2	4.6	6.6	59.6	46.7	26.6
4 or more.....	100.0	19.6	3.6	1.8	75.0	55.4	29.5
\$150 wages required in base year							
2 or more.....	100.0	32.0	14.9	5.4	47.7	41.0	28.4
2.....	100.0	33.3	15.5	5.2	46.0	40.2	28.4
3.....	100.0	20.1	9.1	7.8	63.0	49.0	27.9
4 or more.....	100.0	8.0	4.5	7.1	80.4	58.0	34.6
\$250 wages required in base year							
2 or more.....	100.0	19.5	25.2	8.2	47.1	39.3	25.2
2.....	100.0	20.3	26.1	7.7	45.9	38.8	25.2
3.....	100.0	10.7	16.9	13.8	58.6	42.7	24.5
4 or more.....	100.0	5.4	10.7	10.7	73.2	51.8	31.2
High-quarter wage requirement <sup>4</sup>							
2 or more.....	100.0	11.5	15.7	13.6	59.2	48.7	32.0
2.....	100.0	12.5	16.3	13.1	58.1	48.0	31.5
3.....	100.0	1.3	9.1	18.1	71.5	56.5	38.5
4 or more.....	100.0	1.8	5.3	26.8	66.1	49.1	29.5

<sup>1</sup> Represents 9,228 workers receiving taxable wages from more than 1 employer; for distribution see table 2.

<sup>2</sup> Migrants with total taxable wages of less than \$1,000 having unused wage credits and migrants with total taxable wages of \$1,000 or more whose total taxable wages minus their unused wage credits were less than \$1,400. Credited earnings of \$1,400 were assumed to give maximum benefit rights.

<sup>3</sup> Migrants with total taxable wages of less than \$500 having unused wage credits and migrants with total taxable wages of \$500 or more whose total taxable wages minus their unused wage credits were less than \$900. Credited earnings of \$900 were assumed to give maximum benefit rights.

<sup>4</sup> Number failing to meet minimum requirement estimated as sum of number earning less than \$150 and number earning \$150 or more but having employment in only 1 quarter.

<sup>3</sup> With the exception of workers earning \$450 or more in the State, who can qualify even though employed in only 1 quarter, because of the effect of the maximum weekly benefit amount on the computations.

benefit amount and the duration of benefits. If weekly benefit amounts are determined on the basis of annual-earnings schedules, failure to obtain full credit for taxable wages will result in a migrant's receiving lower weekly benefits than under a single system, unless his credited earnings are sufficient to entitle him to the maximum benefits payable. If weekly benefit amounts are a computed fraction of total wages during the claimant's highest quarter of earnings, a division of earnings among States during such a period

**Table 4.—Percentage distribution of multi-employer migrants with specified taxable wages in 1938, by amount of unused wage credits under three assumed eligibility requirements**

Taxable wages	Total	No unused wage credits	Total wage credits unused because of—		Some unused wage credits			
			Failure to meet minimum requirement	Distribution of wages	Less than \$100	\$100-299	\$300-499	\$500 or more
\$150 wages required in base year								
Total.....	100.0	32.0	14.9	5.4	36.5	11.2	(7)	.....
Less than \$500.....	100.0	5.9	31.4	11.3	40.9	10.5	.....	.....
500-999.....	100.0	43.0	.....	.....	42.2	14.8	.....	.....
1,000-1,499.....	100.0	63.6	.....	.....	26.7	9.6	0.1	.....
1,500-1,999.....	100.0	70.2	.....	.....	22.2	7.6	.....	.....
2,000-2,499.....	100.0	73.6	.....	.....	15.8	10.6	.....	.....
2,500-2,999.....	100.0	86.6	.....	.....	8.0	5.4	.....	.....
3,000 or more.....	100.0	82.2	.....	.....	10.8	7.0	.....	.....
Less than 1,000.....	100.0	19.4	20.0	7.2	41.3	12.1	.....	.....
Less than 1,500.....	100.0	25.8	17.1	6.2	39.2	11.7	(7)	.....
\$250 wages required in base year								
Total.....	100.0	19.5	25.2	8.2	27.0	19.6	19.5	(7)
Less than \$500.....	100.0	.....	53.1	17.0	22.7	7.2	.....	.....
500-999.....	100.0	19.0	.....	.4	39.9	39.7	1.0	(7)
1,000-1,499.....	100.0	48.6	.....	.....	25.9	24.2	1.3	.....
1,500-1,999.....	100.0	56.7	.....	.....	21.4	21.2	.5	.2
2,000-2,499.....	100.0	63.4	.....	.....	15.1	21.1	.4	.....
2,500-2,999.....	100.0	81.3	.....	.....	8.0	9.8	.9	.....
3,000 or more.....	100.0	76.2	.....	.....	10.7	13.1	.....	.....
Less than 1,000.....	100.0	6.9	33.9	10.9	28.9	19.0	.4	(7)
Less than 1,500.....	100.0	13.0	28.9	9.4	28.5	19.7	.5	(7)
High-quarter wage requirement								
Total.....	100.0	11.5	15.7	13.6	29.8	20.1	6.2	3.1
Less than \$500.....	100.0	1.5	32.7	25.4	30.3	10.0	.1	.....
500-999.....	100.0	13.6	.2	5.2	38.3	35.7	6.7	.3
1,000-1,499.....	100.0	25.5	.2	1.1	24.3	26.9	18.2	3.8
1,500-1,999.....	100.0	28.2	.2	.3	19.6	20.9	19.7	11.1
2,000-2,499.....	100.0	29.7	.....	.4	14.6	19.1	14.2	22.0
2,500-2,999.....	100.0	36.6	.....	.....	6.3	10.7	14.3	32.1
3,000 or more.....	100.0	34.1	2.3	.9	9.8	12.2	7.0	33.7
Less than 1,000.....	100.0	5.9	20.9	18.1	33.2	19.3	2.5	.1
Less than 1,500.....	100.0	8.8	17.9	15.6	31.9	20.4	4.8	.6

<sup>1</sup> Represents 9,228 workers receiving taxable wages from more than 1 employer; for distribution see table 1.

<sup>2</sup> Less than 0.05 percent.

will have a similar effect. Only if benefits are based on reported full-time earnings is there little possibility of a reduction in the weekly benefit amount resulting from the existence of unused wage credits. Even in this case, a worker might have had higher full-time earnings in a State in which he was ineligible.

More important than reductions in weekly benefit amounts is the decrease in total benefits—that is, the shorter duration of benefit payments—which results from the existence of unused wage credits when total benefits are determined by previous taxable wages. At the present time, only 13 States pay benefits of uniform duration to all qualified claimants. In the remaining States, the potential duration of benefits is limited by base-year earnings. An exact measure of the loss of benefit rights suffered by migrants who are eligible for benefits in at least one State but who have some unused wage credits would necessitate computation of weekly benefit amounts and total benefits payable under various formulas for each worker, on the basis of his total taxable wages and his taxable wages in each State in which he was eligible. This elaborate procedure was not possible. The general character of the conclusions which can be drawn is not altered by this omission, although the measure of loss of benefit rights is less precise.

**Maximum benefit rights.**—Any worker who had accumulated sufficient earnings in one State to entitle him to maximum benefit rights, even though he had unused wage credits in another State, would fare as well as the nonmigrant under the individual State insurance systems. In other words, unused wage credits are to the migrant's disadvantage only when the earnings used as a basis for calculating his benefit rights do not entitle him to maximum benefit rights.<sup>4</sup> It is, therefore, desirable for some purposes to exclude from the figures migrants who may be assumed to be eligible for maximum benefits. The maximum benefits payable vary greatly from State to State. The norm is about \$15 a week, with maximum duration of 16 weeks. In States which do not provide benefits for a uniform duration, total benefits allowed are calculated as anywhere from  $\frac{1}{2}$  to  $\frac{3}{4}$  of earnings in a 1-year base period.<sup>5</sup>

<sup>4</sup> This statement does not imply, of course, that existing maximum benefit rights are adequate.

<sup>5</sup> The only exception is the District of Columbia, in which total benefits are  $\frac{1}{2}$  of wages.



Estimates were made of the number of workers who would qualify for maximum or less than maximum benefit rights under two different duration formulas. One assumed that total benefits were limited to  $\frac{1}{4}$  of base-year wages and the other to  $\frac{1}{2}$  of base-year wages. Both assumed an overall maximum duration of 16 weeks and a weekly benefit amount of  $\frac{1}{2}$  of the high-quarter wages, with a minimum of \$5 and a maximum of \$15. When the weekly benefit amount is computed as a specified fraction of the wages in the highest quarter and when total benefits allowed are limited to a specified proportion of base-period wages, it is possible to define the conditions under which a worker will receive maximum total benefits with relation to the ratio of high-quarter to annual earnings.

Under the first duration formula described above, to receive maximum benefit rights, a worker's base-year earnings must be at least 2 $\frac{1}{2}$  times his high-quarter earnings,<sup>6</sup> except in the case of workers with taxable wages of \$960 or more, the amount required to qualify for the maximum weekly benefit amount of \$15 for 16 weeks. Under the second formula, to receive benefits for 16 weeks a worker's base-year earnings must be at least 3 $\frac{1}{2}$  times his high-quarter earnings,<sup>7</sup> unless they are \$1,440 or more, the amount required to qualify for the assumed maximum weekly benefit amount of \$15 for that period. Any migrant whose total taxable wages were less than the amount required for maximum benefits and whose base-year earnings did not equal the requisite multiple of his high-quarter earnings can be assumed to qualify for less than maximum benefits. If any of his wage credits were unused, under these conditions, his potential benefit rights would be less than would be the case under a single insurance system.

On this assumption<sup>8</sup> it was estimated that, if the first of these benefit-duration formulas had been in effect in all States, from 27 to 32 percent of the multi-employer migrants, had they become claimants, would have had reduced benefits resulting from a division of wage credits. A considerably larger proportion, from 38 to 49 per-

cent, would have been adversely affected had the more severe benefit-duration formula applied uniformly. These proportions may be compared with the 44 to 59 percent of multi-employer migrants having unused wage credits (table 3).

Of the multi-employer migrants assumed to have less than maximum benefit rights, the proportion who had unused wage credits increased with the number of States of employment under all of the flat earnings eligibility requirements. Under the high-quarter earnings formula, the proportion of three-State migrants with unused wage credits was larger than that of the two-State migrants. Because so high a proportion of the migrants employed in four or more States were ineligible in all States under this formula, the proportion with unused wage credits was smaller for the group with employment in four or more States than for the groups employed in fewer States.

*Amounts of unused wage credits.*—The amounts of unused wage credits of multi-employer migrants eligible in at least one but not all States are, of course, more substantial the more stringent the eligibility requirement applied (table 4). Under all the assumed eligibility formulas, there was a tendency for the amount of unused wage credits to increase with the number of States of employment. Under the \$150 base-year wage requirement, 11.2 percent of all multi-employer migrants and 11.7 percent of those with total taxable wages of less than \$1,500 in the year had unused wage credits of between \$100 and \$299. Under the \$250 requirement, the comparable percentages with unused wage credits of this amount were 19.6 and 19.7; under the high-quarter earnings formula, the comparable percentages were 20.1 and 20.4. There were 3.1 percent under the high-quarter earnings formula who had unused wage credits of \$500 or more, but the great majority of this group would have been entitled to maximum benefits, as defined above, in the States in which they qualified.

The significance of a given amount of unused wage credits depends upon the method by which weekly benefit amounts and total benefits are computed. If total benefits were limited to  $\frac{1}{4}$  of wage credits, and weekly benefits ranged from \$5 to \$15, unused wage credits of \$100 would represent benefits of \$16.67 or 1-3 weeks of benefit payments. If total benefits were limited to  $\frac{1}{2}$  of wage credits, the same amount of unused wage credits would represent 1.7-5 weeks of benefit

<sup>6</sup> Base-year earnings required for maximum benefits = weekly benefit amount  $\times 16 \times 4 = \frac{1}{2}$  high-quarter earnings  $\times 16 \times 4 = 2\frac{1}{2}$  HQE.

<sup>7</sup> Base-year earnings required for maximum benefits = weekly benefit amount  $\times 16 \times 6 = \frac{1}{2}$  high-quarter earnings  $\times 16 \times 6 = 3\frac{1}{2}$  HQE.

<sup>8</sup> A more detailed description of the method used will be found in appendix C of the report on which this study is based.

payments. Unused wage credits of \$300 would, on these assumptions, represent a potential loss of benefit payments of 3-10 weeks under the  $\frac{1}{2}$  duration formula, and 5-15 weeks under the  $\frac{1}{4}$  formula. The application of an over-all maximum of 16 weeks would, of course, limit the potential loss.

This discussion has assumed that if a worker had sufficient taxable wages to qualify for benefits in all States in which he was employed he would suffer no loss of benefit rights as compared with a nonmigrant worker with similar earnings. However, under the interstate benefit-payment plan, claims are usually filed first against the State in which the worker is residing at the time, which will ordinarily be the State in which he was most recently employed. If a worker has several short spells of unemployment throughout his benefit year rather than one long spell of continuous unemployment, the lapse of time before he can file a claim against a State of previous employment may eliminate from his base year sufficient earnings in that State to disqualify him. For this reason, the figures shown here for migrants who lose benefit rights may be an understatement.

**Increased benefit rights.**—Division of earnings among several systems may result in increased benefits as well as in loss of benefit rights. If all States paid benefits to qualified workers for a uniform duration, all migrants who qualified in more than one State would be potentially eligible for double or more than double the maximum benefits available in a single State. Under the most stringent benefit formula discussed above—that limiting total benefits to  $\frac{1}{4}$  of wage credits—workers with taxable wages of \$1,500 or more and eligible in all States in which they were employed would probably qualify for more than the maximum benefits available in a single State. The proportion of migrants in this category ranged from 3.9 percent of the total group under the high-quarter earnings eligibility formula to 10.4 percent under the \$100 earnings requirement, or from 30.4 percent to 81.6 percent of those earning \$1,500 or more (table 5). Similarly, if total benefits were limited to  $\frac{1}{2}$  of wage credits, those workers with taxable wages of \$1,000 or more and eligible for benefits in all States of employment would presumably be eligible for total benefits in excess of the maximum benefits available in a single State. In addition, other migrants in the same earnings

**Table 5.—Percentage distribution of multi-employer migrants with base-year wages exceeding amount necessary for maximum benefit rights under two duration formulas, by potential benefit rights, 1938**

Eligibility requirement	Total	Potential benefit rights				
		At maximum (eligible in only 1 State)	In excess of maximum			
			Total	Eligible in more than 1 State but not in all	Eligible in all States	
		Maximum total benefits $\frac{1}{2}$ base-year wages <sup>1</sup>				
\$100 wages.....	100.0	14.8	85.2	3.6	81.6	
150 wages.....	100.0	20.0	80.0	5.3	74.7	
250 wages.....	100.0	29.7	70.3	6.2	64.1	
High-quarter wages <sup>2</sup> .....	100.0	63.6	35.4	5.0	30.4	
		Maximum total benefits $\frac{1}{4}$ base-year wages <sup>3</sup>				
\$100 wages.....	100.0	19.2	80.8	4.1	76.7	
150 wages.....	100.0	25.6	74.4	5.3	69.1	
250 wages.....	100.0	37.8	62.2	5.9	56.3	
High-quarter wages <sup>4</sup> .....	100.0	66.5	32.3	4.4	27.9	

<sup>1</sup> 1,175 multi-employer migrants with taxable wages of \$1,500 or more.

<sup>2</sup> 1.0 percent of multi-employer migrants are ineligible in all States.

<sup>3</sup> 2,350 multi-employer migrants with taxable wages of \$1,000 or more.

<sup>4</sup> 1.2 percent of multi-employer migrants are ineligible in all States.

categories who had some unused wage credits, and who were eligible for benefits in more than one State but not in all States of employment, may have had a distribution of wage credits entitling them to larger total benefits than those to which they would have been entitled under a single system. However, this second group would be very small. For example, of those earning \$1,500 or more in covered employment, from 3.6 percent under the \$100 earnings formula to 6.2 percent under the \$250 earnings formula were eligible for benefits in more than one State and had some unused wage credits. Similarly, a very small proportion of those earning \$1,000 or more—from 4.1 percent to 5.9 percent—were eligible in more than one State and at the same time had some unused earnings.

Of the entire group who might be entitled to benefits in excess of the maximum possible in any one State of employment, it is improbable that a significant number would be unemployed over a sufficiently long period of time to draw benefits for as much as 16 weeks in most years. Of the multi-employer migrants with taxable wages of \$1,500 or more, 89.6 percent, and of those earning \$1,000 or more in covered employment, 88.7 percent, had employment in all 4 quarters of 1938.

### ***Benefit Rights of One-Employer Migrants***

If the potential benefit rights of the one-employer migrants under the assumed formulas are studied, it becomes apparent that the higher earnings of this group make them less susceptible to benefit losses resulting from a division of earnings. This is, of course, particularly true when the only condition of eligibility is a specified earnings requirement. Under any of the assumed flat earnings formulas, a smaller proportion of the one-employer than of the multi-employer migrants would be disqualified from benefits in all States and a considerably smaller proportion of those one-employer migrants who qualified for benefits would have had enhanced benefit rights had all their wage credits been combined. Conversely a much larger proportion of the one-employer migrants would have had benefit rights in excess of the maximum possible in one State of employment.

When employment, as well as earnings, is a factor in the determination of eligibility, as it is under the high-quarter earnings formula, the one-employer migrants were only slightly less susceptible to benefit losses resulting from divided wage credits than were the multi-employer migrants. While the proportion subject to total disqualification was smaller, the proportion whose total benefits would have been greater had it been possible to combine all wage credits in the computation of benefit rights was slightly larger than that of the multi-employer migrants. Approximately 5 percent of both the multi-employer and the one-employer migrants might gain in benefit rights by virtue of dual coverage under the high-quarter earnings formula.

If it were possible to segregate those of the one-employer migrants who are not protected by the uniform definition of employment and to include them with the multi-employer migrants, the number of workers affected by a division of wage credits would be greater, but the extent of the loss of potential benefit rights would probably appear somewhat less than when the multi-employer migrants alone are taken into consideration. It is also clear that the arrangements for crediting all the taxable wages of a one-employer migrant with a single agency protect, in general, the higher paid and the more steadily employed migrants. The primary effect of such arrangements may be, therefore, to limit the number of

workers with potential rights in excess of the usual maximum.

### ***Conclusions***

There are definite limitations to the conclusions which can be drawn from a study of migration based on a single year's experience. The number and the types of individuals who work in covered employment in more than one State during a year probably vary greatly with business conditions. Employment opportunities in 1938 were relatively limited, and it is probable that there were fewer migrants, as here defined, in that year than in 1937 or 1939. Certainly, the proportion of workers with some covered employment whose wage credits are divided among several unemployment compensation systems will be greater in 1941 than in 1938, and the problem may be expected to increase in importance throughout the defense and post-defense periods.

It is estimated on the basis of the sample that in 1938, had what we have called the high-quarter earnings eligibility requirement and the more generous of the duration formulas been in effect in all the States, and had employers of 1 or more been subject to the unemployment compensation laws in all States, approximately 126,000 multi-employer migrants, who would have qualified for benefits on the basis of their total taxable wages, would have lost all insurance protection because of a division of their wage credits. An additional 295,000 would have lost some part—for many, a substantial part—of the insurance protection which would have been available to them had all their taxable wages been credited under a single system. About 76,000 multi-employer migrants, all workers with taxable wages of \$1,000 or more during 1938 and with relatively steady employment, might have qualified for more than the usual maximum weeks of benefits had they become unemployed. These figures somewhat understate the number of migrants whose potential protection would have been either reduced or enhanced by the existence of unused wage credits, because of their failure to include those one-employer migrants whose wages are not credited with a single agency. Inclusion of these workers would have increased by about 23,000 or 8 percent the group whose benefit rights would be enhanced by a combination of wage credits. More than 6,000 one-employer migrants, ineligible for benefits, could have



qualified if all their wage credits were considered in determining eligibility. An additional 6,000 one-employer migrants might have qualified for more than the usual maximum weeks of benefits.

The limitation of coverage, in many States, to employers of eight or more, would undoubtedly result in the disqualification of additional migrants; but there is no evidence, at present, as to whether coverage restrictions affect unequally workers employed in one and those employed in more than one State. A certain number of the migrants as well as of the nonmigrants included in this study may be assumed to have had railroad earnings in 1938 and thus a further division of their total taxable wages among insurance systems. Recent studies by the Railroad Retirement Board and the Social Security Board indicate the existence of considerable movement between railroad employment and employments covered by the old-age and survivors insurance and unemployment compensation laws.

In terms of the number of workers affected, other inadequacies of the present unemployment compensation systems bulk larger than those resulting solely from a division of wage credits between systems. Many of the changes which would minimize the inequities in the potential rights of migrants would also, however, increase the protection available to nonmigrants.

Were all the States to provide benefits for a uniform duration of a specified number of weeks to all qualified workers, the major inequities of the multistate system would be remedied so far as those migrants who can qualify in one State

are concerned. If, in addition, all States computed weekly benefit amounts on the basis of full-time weekly wages or high-quarter earnings, with specified minimum benefits, the loss of benefit rights resulting from a division of earnings between separate State insurance systems would be almost obviated for workers who qualify in one State. If national minimum benefit standards of this character were adopted, it might be desirable to amend the interstate benefit-payment plan to prevent a worker from drawing more than the maximum in benefit rights provided by any one State during a benefit year. Under the present system it seems improbable that a significant number of migrants receive larger total benefits than nonmigrants in the same earnings categories but if the changes described above were made, the number profiting from multiple coverage would probably be considerably increased.

These changes would still leave unprotected the migrants who would qualify for benefits on the basis of their total taxable wages but who fail to qualify in any one State under a multistate system. This group can be protected only through the use of their entire wage credits in the computation of benefit rights, whether under a single unemployment insurance system or through some series of agreements and administrative arrangements between the separate State agencies. If the unemployment insurance system is to provide adequate protection against the hazards of unemployment, further attention should be directed to the rights of workers employed in more than one State.

# Migration and National Defense

JOYCE CAMPBELL AND CATHERINE R. HARRIS\*

THE GREAT POPULATION MOVEMENTS which have played such an important role in the development of this country had their roots in the shifting pattern of economic opportunity. During the nineteenth century, millions of Europeans left poverty and the restricted horizons of the old country to seek a place in the expanding life of America. The pioneer West offered the farmer and the prospector wider opportunities than the already crowded areas of the eastern United States. The rapid development of mass production during the nineteen twenties caused a continuous flow of population from rural areas to expanding metropolitan centers. These migrations, fundamentally a product of an expanding economy requiring for its development tremendous human resources, have had a profound effect on the spirit and structure of American democracy.

Today the American people are again on the march, moving in response to tremendous industrial expansion, mobilizing in areas of economic opportunity. Since September 1940 the national defense program, which has brought employment to the highest level in the Nation's history, has stimulated the migration of thousands of workers to centers of shipbuilding and aircraft production, to the cities where heavy industry is concentrated, and to large-scale construction projects.

The geographic pattern of defense migration has been determined by the differing impact of defense activity on the various parts of the country. While nonagricultural employment for the country as a whole increased by less than 10 percent between May 1940 and May 1941, the increase in New England and in the Great Lakes and South Atlantic regions was substantially greater.<sup>1</sup> On the other hand, in the West Central and Rocky Mountain regions, the increases were much less. Spectacular gains were reported in Rhode Island, Connecticut, Indiana, Maryland, and Virginia, in each of which nonagricultural employment, as estimated by the Bureau of Labor Statistics, increased by more than 20 percent

during the year. The smallest increases occurred in typically nonindustrial States, such as Iowa, Minnesota, Oklahoma, West Virginia, and the Rocky Mountain States. It is noteworthy, however, that employment in New York State increased only 6 percent.

More than half of all defense contracts allocated from June 1, 1940 through April 30, 1941, were concentrated in 6 States containing one-third of the Nation's population. Exactly 80 percent of the contracts were concentrated in 13 States containing exactly half of the total population. Contracts during this period were awarded in the highly industrialized areas suitable for the production of aircraft, ordnance, and ships. The greatest dispersion of contracts occurred in locating Army camps and large plants for the manufacture of explosives and ammunition; typically, these projects have been built in rural areas.

Detailed understanding of the character of the migration arising out of the defense program is of importance in planning for national defense needs and for the period of readjustment which will follow. Not only does migration have a vital effect on the supplies of labor and on industrial production in certain areas, but it also creates many-sided social problems arising from sudden increases in population.

## *Causes of Migration*

There is ample evidence that the migration stimulated by the defense program has already been substantial. It is apparent, however, that only in small part has this migration been planned or directed by community agencies with the specific object of meeting local labor shortages. While particular industries and communities requiring labor have made their needs known generally, it has been virtually impossible to control the response to such publicity. Workers have migrated in excessive numbers to certain points; very often a demand for certain specific types of workers, usually skilled, has resulted in an influx of workers of all types into a particular community. At other points, however, migrants have been generally successful in obtaining employment, and the volume and type of in-

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<sup>1</sup> U. S. Department of Labor, Bureau of Labor Statistics, *Monthly Indexes of Nonagricultural Employment*.

migration has not been greatly out of line with economic opportunities offered in the area.

There is no doubt that much of this migration has served a valuable purpose in meeting labor shortages, but a great deal of it has been unnecessary, wasteful, and costly, both for the individual worker and for the community to which he migrates.

The regular reports to the Bureau of Employment Security and the special reports on defense migration into selected areas,<sup>2</sup> obtained at the request of the House Committee on National Defense Migration, indicate that migration is most frequently attributable to lack of employment in the home community, to increased employment in defense areas, and particularly to wage differentials between those areas and the communities from which the migrants came. Newspaper publicity, advertising, rumors, reports spread by friends and relatives, are frequently noted as stimulants to migration. The Washington State Employment Service reports that "the migration of unskilled job seekers is extraordinarily responsive to publicity. Skilled workers have some assurance of employment in their own communities and are less likely to move in response to rumors." Newspaper publicity on projects in Tacoma and Seattle was said to have "unleashed an avalanche of undirected migration."

California reports that a large proportion of workers are brought into the area by rumors and newspaper publicity. "This is particularly the case with unskilled agricultural workers and workers from the South Central States."

Intensive recruiting campaigns undertaken by employers, involving advertising and scouting for labor, have in the main been directed toward obtaining skilled workers in specialized branches of industry. While accounts of such activities occur frequently in the State labor-market reports, it would appear that workers obtained in this manner are only a small proportion of the total number of migrants. Migration of skilled workers

in response to activities of the State employment services in recruiting workers also accounts for a small proportion of the total number.

### *Migration to Construction Projects*

One of the earliest and perhaps most widely publicized of the defense migrations occurred in connection with construction projects, usually located outside populous urban communities. The building of Army camps has required large temporary supplies of labor; the construction of huge new plants for the manufacture of explosives and ammunition has led to initial in-migration of construction workers, supplanted later by a different type of labor needed for plant operation. Influxes of construction workers into sparsely settled areas have caused boom towns to spring up overnight, with workers housed in barracks, tents, and trailers.

The workers migrating into these towns fall into two chief groups. First are the skilled workers trained in construction crafts, many of whom are imported on contract, with definite jobs assured. Even those who have come without the assurance of definite jobs usually do not encounter difficulty in finding employment. The only State which noted any unemployment of skilled construction workers was Florida, which in February 1941 reported that "publicity given various projects in the lower east coast section has resulted in an influx of skilled workers who are not needed and who do not remain in the area for any great length of time."

Skilled construction workers are a highly mobile group and migrate over an extensive territory. They do not usually take root in the community to which they come but are ready to pull up stakes and move on at the completion of a particular project. A great many of these workers are referred to particular jobs through the unions, which allocate workers to jobs on a Nation-wide scale. Many come from highly urbanized districts. New York City, for example, reported the temporary migration of 22,000 skilled construction workers to Army projects outside the State.

The second important group of migrants to sites of defense construction consists of workers from the surrounding countryside, who have migrated to these temporary projects in great numbers. While some have been found to have

<sup>2</sup> The bulk of the detailed information summarized in this report covers the first 4 months of 1941 and is obtained from three sources—the monthly labor-market reports received from the employment security agencies in all States, the labor-market surveys made during recent months in specific local areas, and special reports on defense migration which the Bureau of Employment Security, on behalf of the House Committee Investigating National Defense Migration, requested in March 1941 from 20 important defense areas. Up to the end of April, 12 States had responded to the request, namely, California, Connecticut, District of Columbia, Illinois, Indiana, Maine, Maryland, Massachusetts, Michigan, Missouri, New York, and Washington.



considerable ability as carpenters and have obtained skilled or semiskilled jobs, the majority were unskilled workers, usually farm laborers by occupation, who have been hired as "hammer and saw" men supplementing the more highly skilled labor imported from greater distances. On those construction projects which have been located in isolated rural areas far from any large urban supplies of unskilled labor, the workers from the farms have been especially successful in finding temporary employment. On the other hand, when the projects have been located in or near cities, where large numbers of unskilled unemployed workers were available, only a relatively small proportion of the rural migrants have found work.

Some of the most important construction migrations have occurred in the Southern States, all the way from Virginia and West Virginia to Florida and extending as far West as Texas and New Mexico. A large influx of construction workers has been noted in Virginia, especially into Alexandria, Radford, Norfolk, and Newport News.

From all over the Southern States workers have been migrating to centers of defense construction activity. Five thousand West Virginia workers were employed at the Hercules plant in Radford, Virginia, while 700 workers from North Carolina went to the same point. Extensive migration has been reported into Louisville, Kentucky; Spartanburg, South Carolina; Tullahoma, Tennessee; Milan, Tennessee; Camp Wheeler, Georgia; Mobile, Alabama; and Camp Blanding, Florida.

Similarly, large construction projects in other areas, such as Ravenna, Ohio, and Joliet, Illinois, have attracted thousands of migrant workers. In Charlestown, Indiana, 95 percent of the 8,500 migrants were said to be skilled construction workers imported for the construction of a large powder plant. The Maryland State Employment Service reports that 15,000-20,000 workers migrated into the Baltimore-Annapolis area during the period of defense expansion; most of these workers were skilled in the construction trades. On the Pacific Coast, the State of Washington reports that 8,000 of the total 34,000 workers who migrated into the Seattle-Tacoma-Bremerton area from September 1940 to the end of April 1941 were members of building-trades unions and had been sent into the area largely through the unions. In California most of the estimated 15,000-16,000

migrants into the Central Coast counties area between September 1940 and February 1941 were construction workers. Approximately 10,000 of these were experienced and skilled, generally recruited through trade-unions; nearly all of them found work. The remaining 5,000-6,000 were mainly agricultural workers, few of whom obtained employment.

### *Industrial Migration*

The national defense program has increased production of heavy ordnance, machinery, and machine tools in the metal-working centers of the Northeast and North Central States.

Aircraft production up to the present time has been centered in Los Angeles, San Diego, and Seattle on the West Coast, and in Connecticut, Long Island, northern New Jersey, Buffalo, and Baltimore in the East. Shipbuilding activities center in San Francisco and Seattle in the West, in Boston, New York, New Jersey, Baltimore, and Norfolk in the East.

The volume of migration into many of the industrial centers has been very great; other important centers have been relatively little affected. There has also been considerable variation in the occupational characteristics of migrants among the different areas, a variation corresponding in some degree to the economic opportunities offered in those areas. Thus, in the western part of the country, where for the most part new plants have been erected in areas of little or no industrialization and with small reserves of industrial labor, there has been large-scale employment of thousands of semiskilled and newly trained workers from other States. In the more densely industrialized East, where large reserves of unemployed workers were readily available for training or immediate employment, the need for the importation of industrial workers in the early stages of the defense program has been confined to the more highly skilled groups. Consequently, there has been relatively less in-migration of newly trained semiskilled workers.

In spite of this difference between areas, it may be stated that throughout most of the country the majority of migrants to industrial communities are semiskilled and unskilled workers. Many are agricultural workers drawn from the surrounding territory; others come from depressed industrial and mining communities. A considerable number ob-

tain employment in unskilled factory work or urban construction. It is reported that employers in aircraft and other industries are importing rural labor in preference to unskilled labor already in the area. In some areas many of the unskilled migrants do not succeed in getting jobs, but so far relatively few have become stranded or caused a serious community problem. The majority are said to have sufficient funds to leave the area if they do not find jobs within a short time.

Migration of skilled workers to industrial areas has served an important function in supplying the necessary labor for the highly skilled machine and metal-working operations. Skilled workers in these occupations migrate over greater distances than do less skilled groups. They have frequently been known to travel halfway across the continent or even greater distances in response to favorable job opportunities. Migration of such wide range has been stimulated by aggressive recruitment practices of certain employers who have scoured the country for workers, sending out recruiting agents and advertising in many scattered areas. As in the case of construction workers, a large proportion of skilled industrial workers appear to migrate in response to definitely assured job opportunities: most of the States report that even if they come without such assurance they have little difficulty in obtaining work.

The migration of both skilled and unskilled workers to the primary centers of defense production has in turn created secondary migration to smaller communities. Youths from the farms migrate to factories and shops in the small towns to take the place of more experienced workers who have left. Employers in the smaller communities complain that these localities are being drained of experienced workers because of the ability of employers in the large centers to pay higher wages. Ten States report significant migration of this kind.

Information from State employment security agencies (summarized below) indicates the general pattern of migration occurring in the great industrial areas.

*Focal points of migration.*—Migration into the New England region is centered in the State of Connecticut, where, as early as September 1940, an influx of workers from New Jersey, New York, Pennsylvania, and the remaining New England States was noted. A survey made by the Associa-

tion of Manufacturers of Hartford indicates that 15 percent of the workers added by manufacturing establishments in the Hartford area within the past year were last employed out of the State. Most of them came from other parts of New England.

A survey made by the State Unemployment Compensation Division in five important areas (Bridgeport, Hartford, New Haven, New London, and Waterbury) shows that an average of 21 percent of new registrants with the employment services in these five areas were last employed in other States.

Most of the out-of-State migrants are reported to be unskilled, although it is stated that "most of the migratory workers who remain in Connecticut are apparently absorbed by the manufacturing and construction industries. . . . It appears that any workers skilled or semiskilled in metal trades will be readily absorbed by Connecticut industry. The unskilled will not be so readily absorbed by manufacturing, although some are being employed as factory labor and on construction projects. We believe that many of the unskilled workers drift into the State and if they do not immediately secure employment leave for other defense areas."

Migration within the State was also extensive. Small communities are losing skilled workers to Bridgeport and Hartford; during the first few months of the defense program there was a constant migration from lower-wage communities to the defense centers. In February, however, the movement was "apparently not as considerable as formerly, and presumably, wage rates in the lower paid areas are being brought more into line."

In Newport News, Virginia, an important shipbuilding center, figures published by one of the shipyard companies show that in December 1940 there were on the pay roll 8,302 Virginians, or approximately two-thirds of the total employment. Of the remaining third, 2,176 came from North Carolina, 344 from Pennsylvania, and 267 from South Carolina. Only four States were not represented on the pay rolls.

In the Great Lakes area, Ohio and Michigan, both important industrially, have attracted a large number of migrant job seekers, while at the same time there has been out-migration on a smaller scale from Ohio to such places as Charles-town, Indiana, and to parts of Pennsylvania. Ohio notes an influx of thousands of unskilled

workers from Kentucky and Tennessee into industrial centers such as Cincinnati, Ravenna, and Canton. It is stated that "over 7,000 applications for work from such persons were received by 58 Cincinnati firms during January." Several local offices reported in January that in the smaller cities unskilled and semiskilled workers were leaving for industrial centers within Ohio or in nearby Michigan. In February a similar movement among the skilled workers, especially machinists and tool makers, was noted.

In Michigan, Detroit has been the center of attraction for migrant workers from nearby Middle Western States (especially Illinois, Indiana, and Ohio) and from Kentucky and Tennessee. During the 8-month period ended March 31, 1941, nearly 11,000 workers from outside the city registered with the Detroit central placement office. One-third of these migrants were said to be semiskilled, and 1,900 skilled, 1,500 clerical and sales workers, 1,450 unskilled, and 600 professional and managerial workers.

In the Middle West some important new plants manufacturing defense materials are being erected. Wichita, Kansas, is rapidly becoming one of the Nation's leading centers of aircraft production. Large numbers of young men from various sections of Kansas and a steadily increasing number from adjoining States have migrated to the city for work in the aircraft factories.

Along the Pacific Coast there has been a vast population movement, both within the area and from outside the area, affecting California, Oregon, and Washington. The total number of workers coming into four areas of California (Los Angeles, San Diego, San Francisco, and the Central Coast counties) from August 1940 to April 1941 has been estimated at 168,000, about one-half of whom migrated from outside the State. The California State Employment Service early in May 1941 considered that the peak of this in-migration had not yet been reached.

In three of the areas, Los Angeles, San Diego, and San Francisco, new employment opportunities have occurred largely in aircraft manufacturing, general factory work, and shipyard and construction projects, while in the Central Coast area employment was predominantly in construction work. For the four areas combined, the largest group of migrants, approximately 40 percent, were semiskilled workmen or trainees

with little experience. About 15 percent were skilled experienced workers, and the remainder unskilled. However, approximately 84,000 migrants, or 50 percent of the total, came from outside the State, and the great majority were skilled, semiskilled, or trainees. The unskilled migrants came from within the State, and were "mainly harvest-hands, many of whom have been following California crops in recent years." These unskilled workers were largely unsuccessful in finding work. It was further stated that "practically all skilled metal-trades workers looking for work have found it and skilled construction workers have been almost as successful."

Washington estimates that of the 34,000 workers entering the Seattle-Bremerton-Tacoma area about 7,000 were imported for work at the Bremerton Navy Yard; most of these were journeymen mechanics. Another 8,000 were members of construction unions and were presumably skilled or semiskilled. No estimate was made of the percentage of unskilled workers. It was stated that the majority of migrants into the area had found work.

*Areas less affected by migration.*—Some of the heavily populated industrial areas, especially those in the East, have been relatively little affected by mass migration, though they report some interchange of skilled workers with other areas. In some cases this lack of in-migration may be attributed to the existence of large reserves of unemployed workers in the immediate vicinity; in other cases lack of a large volume of defense activity may be the explanation.

A report on the Boston metropolitan area indicates that, in spite of a considerable amount of defense activity, there has been no sizable in-migration. "The defense industries have, until this time, utilized the labor supply within a 25-mile radius. The Boston metropolitan district has, to date, been able to supply all the semi-skilled and unskilled labor required and has also been able to fill orders in the majority of the skilled occupations."

New York, where defense activity has not been great, submitted a statement similar to the Boston report: "Our recent inquiries indicate that there is no significant amount of in-migration of manual labor into New York State seeking defense employment. There is rather some out-migration to other defense areas, notably Con-



necticut." Particular note was made of the migration of 22,000 skilled construction workers to Army projects outside the State, as well as the exodus of a number of carpenters, plumbers, and metal-trades workers to points on the East Coast from Massachusetts to Florida. Up-State New York, likewise, seems to have been little affected by in-migration, although recent information indicates that such a movement may now be beginning. An aircraft corporation in Buffalo reports that 1,000 of the 4,800 persons added to its pay roll since the beginning of the year came from outside the Buffalo-Niagara Falls area. Roughly, 250 came from western New York State or northwest Pennsylvania; about 150 were from New England, eastern New York, New Jersey, and from industrial and mining centers of Pennsylvania; other areas contributed approximately 600 workers, most of them from Iowa, Kansas, Missouri, Nebraska, and Ohio. A shortage of skilled metal-trades workers in up-State New York is attributed to the migration of such workers from smaller towns to the larger cities in the State.

Philadelphia, up until very recently, has observed little in-migration. Reports received during April, however, indicate that migration is accelerating. "Approximately one-half of those moving into the uptown areas are from out of the State. Of the total number moving in, 37 percent are classified in skilled trades. . . The remaining 63 percent are mostly semiskilled workers with very few falling into unskilled categories. The number of persons moving into the uptown area during the first 3 weeks in April will more than double the number moving in during the month of March." The Pennsylvania reports make frequent references to migration of skilled and semiskilled workers, particularly in the metal trades, from smaller towns to larger centers within the State. Workers from the anthracite area are reported seeking work in New York and New Jersey, and workers in the Johnstown area have migrated to sections of Ohio and West Virginia.

There has been no appreciable migration of workers into New Jersey since the inception of the defense program, in spite of considerable defense activity there. The State attributes this fact to the chronic housing shortage; persons obtaining employment in defense areas prefer or are forced to commute long distances rather than take up residence near the place of their employ-

ment. A more important factor may be the existence of large labor supplies in New York and Philadelphia, within commuting distance of certain sections of New Jersey.

St. Louis, Missouri, although outside the eastern industrial area, reports a condition similar to that observed in Boston, New Jersey, New York, and Pennsylvania. The local labor supply apparently has been ample to care for the large amount of reemployment in connection with the defense program. "Generally speaking there has been no marked migration of workers to or from the St. Louis area. . . Movements of workers into the St. Louis area have not been so noticeable as out-migration."

There appears to have been relatively little migration into Chicago, which like New York has thus far been under-exploited as a producer of defense materials.

*WPA surveys on industrial migration.*—Studies conducted by the Work Projects Administration during April, May, and June of 1941 on migration into Akron, Ohio, Chicago, Illinois, Detroit, Michigan, and Fort Wayne, Indiana, tend to corroborate the reports received from the State employment security agencies in the Middle Western industrial area. Considerable in-migration was found in Detroit and Fort Wayne, where industrial activity resulting from the defense program had been intense. Chicago, as yet relatively untaxed by the defense program, experienced only a small influx of workers. Lack of migration into Akron, the site of important defense industries, was attributed to the presence of large local reserves of unemployed workers who had been thrown out of work during the 1937 recession.

Migrants into all four areas were very successful in locating employment. Only in Chicago was there a substantial amount of unemployment among migrants, and even there, 80 percent of the migrants were working at the time of the survey. It was concluded that the defense program had not brought a large mass of unneeded workers into the surveyed areas and that migration on the whole had been a realistic response to available opportunities.

*Migration into Washington, D. C.*—As the center of expanding Government activities, Washington, D. C., is experiencing a large volume of in-migration differing in character from the

kinds that have been discussed. It has been estimated that the population of the District of Columbia has increased by 65,000 between May 1, 1940 and March 1941. Some 3,000 to 4,000 new Federal employees, a large proportion imported from outside the Washington area, are being added to pay rolls each month. Most of these workers are employed in low-salaried white-collar occupations.

### *Areas of Out-Migration*

In general there has been a steady out-migration of workers from the Mountain States and drought areas to the Pacific Coast and to other centers of defense activity. Large numbers of these workers have completed defense training courses in the metal trades and other skilled or semiskilled occupations, and have found employment in aircraft and other industries on the Pacific Coast. Out-migration has also been noted from Wisconsin and Minnesota. All these States have so far been little affected by the defense program, and employment opportunities have been relatively less favorable than in other sections of the country. Reports from States ranging from Montana in the North to New Mexico in the South, from Nevada in the West through Missouri in the East, show how this territory has lost workers to the industrial areas of the Middle and Far West. Most of the workers migrating have been skilled or recently trained semiskilled.

### *Social Characteristics of Migrants*

The monthly labor-market reports contain little information on the social or racial characteristics of migrant groups. However, the special reports on defense migration from selected areas indicate that migrants have been typically white male citizens in the younger and middle working ages, between 20 and 50. Many are reported to be heads of families, but most have not moved their families with them, frequently because of lack of adequate housing facilities. The migration of Negroes, so characteristic of the World War period, has not occurred in large numbers.

### *Problems Arising From Migration*

The migrants have brought many problems with them. The concentration of thousands of workers at the sites of large-scale construction projects in sparsely populated areas has resulted in serious

shortages of shelter and sanitary facilities. In most cases the accommodations for housing and feeding were sufficient for only a part of the workers. In at least one instance, an influenza epidemic affected half of the construction crew at a large Army project. In other cases, unsanitary conditions and intense suffering were reported. Since most of the projects have been rushed to completion in a short time, these emergency situations did not persist.

The problems arising from the migration of workers in search of factory employment in defense industries have not been self-liquidating. In addition to the usual problems of adjustment to a new environment, the migrants, in common with residents, have been confronted with shortages of housing and community facilities. In some cases in which country towns and small cities have grown in a few months to accommodate thousands of migrants, local housing, water-supply, sewage-disposal, schools, and recreational facilities, and other services have proved inadequate. There are many reports of workers sleeping in "hot beds," so called because they are occupied in three 8-hour shifts by three different individuals. It is feared that overcrowding and unsanitary conditions may lead to serious epidemics when winter sets in.

A special problem has arisen in connection with the migration of young men to be trained in centers of defense employment. These men frequently leave home without money enough to maintain themselves during the period of their training and until they become self-supporting. This period may vary from 4 or 6 to 14 weeks, during which they may be without money for food and lodging, with consequent damage to their health and morale.

### *Outlook for the Future*

During the first year of operation of the defense program, the resulting migration, considerable in volume, has been in the main a movement of lesser skilled and inexperienced workers and has involved a general trend of population from rural to urban communities and from areas of low to areas of high wages. Although much migration has involved interstate movements of workers over considerable distances, there has been a substantial volume of short-range migration from one community to another within the same general

locality. During this period, skilled workers have migrated over an extensive territory, often have had work promised in advance, and have usually been successful in finding employment. Less skilled workers have migrated usually from the surrounding territory and have had greater difficulty in becoming established. Large-scale migration to temporary construction projects has occurred, as well as more permanent migrations toward areas of industrial production.

The character of migration into an area has been determined not only by economic opportunities offered by the defense program, but also by the general type of labor supply available in the surrounding territory. Thus, where large groups of agricultural workers are seasonally unemployed, defense areas have experienced in-migration of these workers. Where defense activities are located near depressed manufacturing or mining communities, a different type of in-migration has been noted.

Large numbers of unemployed migrants have been reported chiefly in defense areas experiencing influxes of seasonal, habitually migrant agricultural labor. Up to the present time, however, there is little evidence that migration of other categories of workers into industrial centers has resulted in large-scale unemployment for the migrant groups. It is nevertheless probable that

such in-migration may lessen employment opportunities for local workers. Insofar as migrants obtain work that could be adequately performed by local labor, migration is to that extent unnecessary, and economically inefficient.

As the defense program progresses, there may be significant shifts in the present pattern of migration. Certain major construction projects are being completed, with accompanying dissolution of the temporary towns established by migratory construction workers. New communities will begin to participate in the defense program and may find it necessary to import labor. In other areas, supplies of workers adequate for the initial stages of the defense program may have to be supplemented from outside. The dislocation of consumer-goods industries by defense priorities may result in shifts of unemployed workers from one locality to another as well as from one occupation to another. On the other hand, it may be possible to reduce some of the unnecessary migration that has taken place by more complete and efficient utilization of local labor supplies.

Migration will continue to play an important role in the national economy during the coming months. It should be kept at a minimum and directed in such a manner as to serve the best interests of the defense program and the working population.



# Interstate Industrial Migration as Reflected in Claims for Unemployment Compensation Filed in 1939\*

THE INTERSTATE MOVEMENT of industrial workers has long been an accepted factor in our American economy. In the nineteenth century Paul Bunyan, the mythical lumberjack, and John Henry, the railroad worker, moved from State to State along with the miners who were following the discovery of new veins of ore, the journeymen printers and carpenters who found jobs wherever they settled, and the clerks and storekeepers who went West to make their fortunes. Recently the movement of industrial workers was almost completely overshadowed by the mass exodus of the Joads and their neighbors, the ruined farmers and sharecroppers, who wandered up and down both coasts looking for farm work. The nonagricultural worker, however, was also ever on the move. In some instances, travel was part of his job—the traveling salesman, the circus performer, the telephone lineman, or the hotel worker following vacationists north in the summer and south in the winter. In other instances he moved irregularly, to get a better job or because he had lost his old job. He was then either looking for work in a place where he thought he would have a better chance to find it, or he was going home where it would not cost so much to live.

The demand for workers under the defense program has brought about a new group of industrial migrants, constantly increasing in number. Building huge Army cantonments requires thousands of construction workers; new gun factories and other industrial plants draw their labor force from the Nation as a whole, once the local sources of labor are exhausted. According to a congressional committee, it is estimated that a minimum of 2 million workers will move to defense centers and the total of defense migrants may approach 5 million when the defense program swings into full production.<sup>1</sup>

As a result of the operation of the unemploy-

ment compensation system, information has accumulated under the interstate benefit-payment plan as to the numbers and movements of covered industrial workers who filed out-of-State claims during 1939, a period before the defense program became fully operative.

## *The Interstate Benefit-Payment Plan*

When the implications of an unemployment compensation system operating under 51 different State laws were being studied in 1934 by the President's Committee on Economic Security, it was recognized that industrial migrants would constitute a special problem.<sup>2</sup> Among other reasons, the lack of data with respect to the magnitude and nature of the interstate movement of industrial workers made it extremely difficult to formulate more than a recommendation that the problem be studied further before legislation was enacted for the payment of benefits to workers who move from State to State.

Nevertheless, two steps were taken prior to January 1938, when benefit payments were scheduled to begin in 22 States. To cover under a single State law the services of those workers whose work for a single employer is performed in more than one State, the States were urged to define the term "employment" so as to allocate the worker's entire service to that State in which he would most likely become unemployed and seek work.<sup>3</sup> All but 3 of the 51 jurisdictions have now adopted this definition.

In addition, under each State unemployment compensation law, broad authorization was given the State agency administering the law to enter

<sup>1</sup> Committee on Economic Security, *Report to the President*, 1935, p. 16.

<sup>2</sup> The definition of employment provides that all of an individual's services shall be covered if his services are localized in the State, i. e., if he performs no services outside the State except those incidental to his employment within the State. If, on such a basis, the work cannot be assigned to any one State, it is then assigned to the State in which he performs some service and in which is located his base of operations or place from which the work is directed or controlled. If the base of operations or place from which the work is directed or controlled is not in any State in which he works, then his total services are assigned to the State in which he resides, if he performs any services in that State.

\*Prepared in the Research and Statistics Division, Bureau of Employment Security.

<sup>1</sup> U. S. House of Representatives Select Committee to Investigate Interstate Migration . . . *Interstate Migration*, 1941, p. 5.

into reciprocal arrangements with other State and Federal unemployment compensation agencies in order to pay benefits to an unemployed worker through a single agency.

The development of an administrative plan for paying benefits to workers who move from State to State was first undertaken in March 1937 at a meeting of the Interstate Conference of Unemployment Compensation Agencies, an organization composed of administrators of the State unemployment compensation systems.<sup>4</sup> At this time a committee was appointed to devise plans for handling the claims of workers who cross State lines. By the next meeting of the Conference, in October 1937, the committee had prepared an interstate benefit-payment plan, which the Conference adopted. The plan was to become operative on condition that a majority of States signed the notice of acceptance. Although by the early part of 1938 a majority of States had subscribed to the plan, procedures for effectuating the program were not developed until April of that year. The New England States made their own arrangements for paying benefits to workers who moved between States in that area and began making such payments in January 1938. In the other States very few interstate payments were made during the first months of 1938. By the end of the year, however, the uniform plan was operating in a number of States, and at the close of 1939 all States, with the exception of the District of Columbia, were paying benefits on out-of-State claims under the interstate benefit-payment plan.<sup>5</sup>

This plan, in effect, is an agreement under which State employment security agencies act as registration and claims agents for each other and on behalf of interstate workers. The State which takes the claim of an interstate worker and forwards it to another State is known as the agent State; the State which receives the claim and processes it for payment purposes is known as the liable State. The plan provides that an unemployed individual who has worked in covered employment in a State and whose earnings are sufficient to make him eligible for unemployment compensation in that State may receive benefits from that State in case he is unemployed after moving to

another State. A claimant must first exhaust whatever benefit rights he has in the State of his current residence before he files a claim on another State. Liability thereafter is determined by the order of employment; the State of earliest employment is the State of first liability.

The mechanics of the agreement under which interstate claimants are paid are simple. The unemployed interstate worker reports at a local employment office, registers for work, and files a claim for benefits just as the intrastate worker does. Special forms, standard throughout the country, are used in taking the claim of an interstate worker. The agent State makes no decision concerning the interstate worker's rights under the law of the liable State, but merely obtains the information indicated on the claim form. At the close of each day, out-of-State initial claims filed at local employment offices of the agent State are forwarded to central offices of liable States for determination as to the individuals' benefit rights.

As yet the plan provides for payments of benefits only to those claimants whose earnings are sufficient to establish rights under the qualifying standards of a single State law.<sup>6</sup> Commuters who travel daily from their homes to jobs in adjoining States are excluded from the plan on the assumption that they are attached to the labor market of the liable State and hence would normally look for work in the locality to which they formerly commuted. However, since weekly reporting at employment offices in the city or town to which the worker commuted often places a financial burden on a claimant, the plan allows the State agencies to arrange a modification of procedures, whereby commuters in certain regions may file interstate claims in the State of residence. A few States have made such arrangements.<sup>7</sup>

#### *Limitations of the Data*

Migration of covered industrial workers who became unemployed and filed claims for benefits was reflected for the first time during 1939 through

<sup>4</sup> Legislation has been recommended by the Social Security Board to the States for the purpose of authorizing them to enter into reciprocal arrangements under which services constituting employment under the law of one State may constitute employment under the law of the other State, and a study is in progress on the administrative problems involved in such a pooling of wage credits earned in more than one State.

<sup>5</sup> Connecticut has no regulation limiting the rights of commuters to file claims in their resident State against Connecticut. In other parts of the New England area, where commuting between States is fairly common, commuter claimants frequently are allowed to file in the State in which they reside.

<sup>6</sup> In October 1939 the organization changed its name to the Interstate Conference of Employment Security Agencies.

<sup>7</sup> The District of Columbia began to accept liability for initial interstate claims on July 1, 1940, after its law had been amended.

monthly reports of the State employment security agencies to the Social Security Board. These reports give the number of initial claims received at the central office of the liable State, classified according to the agent State from which they came. They indicate roughly the number of interstate covered workers who filed claims for unemployment benefits during 1939. The figures, however, are subject to significant limitations.

Until July 1939, the circumstances under which an initial claim might be filed were not specified under the interstate benefit-payment plan. After that date, when uniform instructions were given to all local employment offices throughout the country, a claimant was required to file an interstate initial claim not only when first applying for benefits, but also when he moved into another

agent State or into another locality in the same agent State; if he exhausted his benefit rights from one liable State and wished to claim benefits from another State which might be liable; or even after a period of 2 weeks or more during which he had ceased to file claims against the liable State. Thus, a single claimant might be represented by three or four initial claims. On the other hand, some of the liable States which received the initial claim forms and made the reports counted only claims which actually required a determination of benefit rights at the beginning of the benefit year. On the whole, however, although there is undoubtedly some duplication in the count, the number of initial claims reported approximates the maximum number of interstate workers filing claims for unemployment benefits.

Table 1.—Number of interstate initial claims received as liable and as agent State, and interstate initial claims as percent of intrastate initial claims, by State, 1939

Geographic division and State	Intra-state claims received <sup>1</sup>	Interstate claims received as—		Interstate claims as percent of intra-state claims—		Geographic division and State	Intra-state claims received <sup>1</sup>	Interstate claims received as—		Interstate claims as percent of intra-state claims—	
		Liable State	Agent State	Liable State	Agent State			Liable State	Agent State	Liable State	Agent State
Total.....	7,218,886	323,526	323,526	4.5	4.5	West North Central.....	477,286	34,081	34,048	7.1	7.1
New England.....	693,907	29,486	25,705	4.2	3.7	Iowa.....	89,011	4,960	5,490	5.6	6.2
Connecticut.....	96,544	8,189	3,576	8.5	3.7	Kansas.....	60,240	7,863	6,818	13.1	11.3
Maine.....	74,289	2,667	2,554	3.6	3.4	Minnesota.....	107,526	5,317	4,322	4.9	4.0
Massachusetts.....	383,887	9,276	12,360	2.4	3.2	Missouri.....	161,887	9,738	11,646	6.0	7.2
New Hampshire.....	30,420	4,693	2,856	15.4	9.4	Nebraska.....	39,141	3,989	3,555	10.2	9.1
Rhode Island.....	94,424	3,273	3,275	3.5	3.5	North Dakota.....	10,986	1,167	1,071	10.6	9.7
Vermont.....	14,343	1,398	1,084	9.7	7.6	South Dakota.....	8,495	1,047	1,146	12.3	13.5
Middle Atlantic.....	2,259,151	42,151	38,656	1.9	1.7	West South Central.....	432,983	33,160	44,706	7.7	10.3
New Jersey.....	324,900	8,785	6,927	2.7	2.1	Arkansas.....	62,747	4,811	8,300	7.7	13.2
New York.....	1,072,201	22,975	18,753	2.1	1.7	Louisiana.....	77,900	5,178	5,976	6.6	7.7
Pennsylvania.....	862,041	10,391	12,976	1.2	1.5	Oklahoma.....	82,509	9,109	14,001	11.0	17.0
East North Central.....	1,335,072	54,249	34,152	3.8	2.1	Texas.....	209,827	14,062	16,429	6.7	7.6
Illinois.....	326,618	14,154	12,086	4.3	2.6	Mountain.....	167,075	35,705	24,208	21.4	14.2
Indiana.....	211,920	5,412	6,406	2.6	3.0	Arizona.....	15,304	6,731	3,852	44.0	25.2
Michigan.....	417,732	20,321	5,344	4.9	1.3	Colorado.....	52,916	5,904	5,882	11.2	11.1
Ohio.....	378,802	11,421	7,390	3.0	1.9	Idaho.....	18,515	5,295	3,585	28.6	19.4
Wisconsin.....	(7)	2,941	2,956	(7)	(7)	Montana.....	14,028	1,841	1,769	13.1	8.9
South Atlantic.....	816,776	37,628	41,786	5.5	5.0	Nevada.....	9,868	3,292	1,946	33.4	19.7
Delaware.....	19,390	1,671	1,175	8.6	6.1	New Mexico.....	18,834	4,727	2,572	25.1	13.7
District of Columbia.....	22,550	(11)	4,069	(11)	18.2	Utah.....	23,019	3,270	3,380	14.2	14.7
Florida.....	98,205	9,441	10,120	9.6	10.3	Wyoming.....	14,591	4,645	1,222	31.8	8.4
Georgia.....	107,622	4,923	6,679	4.6	6.2	Pacific.....	703,656	33,817	52,468	4.8	7.5
Maryland.....	91,269	5,003	3,761	5.5	4.1	California.....	489,344	22,976	35,407	4.7	7.2
North Carolina.....	123,941	6,118	4,416	3.6	2.6	Oregon.....	77,394	4,743	5,754	6.1	7.4
South Carolina.....	100,541	2,068	2,720	2.1	2.7	Washington.....	136,918	6,098	11,307	4.5	8.3
Virginia.....	87,311	6,878	4,668	7.9	5.3	Territories:					
West Virginia.....	165,947	1,526	4,148	(11)	2.5	Alaska.....	2,979	3,789	440	127.2	14.8
East South Central.....	322,091	19,188	24,781	6.0	7.7	Hawaii.....	7,910	272	239	3.4	3.0
Alabama.....	79,118	5,355	5,359	6.8	6.8	Unallocated.....			2,337		
Kentucky.....	109,054	4,543	6,983	4.2	6.4						
Mississippi.....	43,585	3,550	3,911	8.1	9.0						
Tennessee.....	90,334	5,740	8,528	6.4	9.4						

<sup>1</sup> Represents new claims disposed of, minus interstate initial claims received as liable State.

<sup>2</sup> Excludes North Carolina for January-March, Illinois and Montana for January-June, and Wisconsin for the entire year.

<sup>3</sup> Excludes District of Columbia for entire year, Illinois and Montana for January-June, and West Virginia for January-July 14.

<sup>4</sup> Excludes District of Columbia, West Virginia, and Wisconsin for entire year; Illinois and Montana for January-June; and North Carolina for the period January-March.

<sup>5</sup> Excludes Illinois for January-June, and Wisconsin for entire year.

<sup>6</sup> Benefits were first payable July 1939.

<sup>7</sup> Data are not available.

<sup>8</sup> Excludes North Carolina for January-March.

<sup>9</sup> Excludes District of Columbia and West Virginia for entire year and North Carolina for the period January-March.

<sup>10</sup> Excludes North Carolina for the period January-March.

<sup>11</sup> The District of Columbia accepted no out-of-State initial claims as liable State during 1939.

<sup>12</sup> Data on new claims in North Carolina were not available for the period January-March; therefore the intrastate claim load and the ratios are based on figures which exclude this period.

<sup>13</sup> West Virginia accepted no out-of-State initial claims as liable State prior to July 15, 1939; therefore no ratios have been computed.

<sup>14</sup> Estimated.

<sup>15</sup> Excludes Montana for January-June.

<sup>16</sup> Represents initial claims received as liable State for which break-down by agent State was not reported.



Throughout the following discussion, therefore, it should be kept clearly in mind that the term "interstate migrants" refers actually to interstate initial claims filed and that it means only those workers who become unemployed and file claims for benefits after moving to another State, not all migrant workers in general. The term "intrastate claimants" refers to new claims filed by workers within the State in which their employment took place.

Other limitations inherent in the unemployment compensation system introduce qualifications that must be considered in any interpretation of the data. The exclusion of certain types of workers, such as agricultural laborers, domestic servants, and railroad employees (the latter group were included before July 1, 1939, but were excluded after that date when they came under the jurisdiction of a separate Federal system) definitely precludes the possibility that such data are representative of the migration pattern of all industries in the United States. Government workers of all types, employees of nonprofit institutions, domestic servants in private homes, sailors, and individuals employed by members of their families are outside the scope of the unemployment compensation system. In many States, workers for small firms are not covered. In addition, the eligibility conditions of State laws affect the number of unemployed workers who file claims for benefits. Some obviously ineligible workers may go to the local employment offices to file claims; others, knowing they are ineligible, do not attempt to file. Certainly it is probable that some migratory covered workers who are unemployed fail to file claims, particularly workers who move across State lines. Furthermore, migrants who get jobs immediately after moving to other States are not included in the figures. Finally, it must be borne in mind that the data cover only a 1-year period, and that any generalizations drawn from the figures must be tentative in character.

### Volume of Interstate Migration

Approximately 324,000 workers moved across State lines during 1939 and filed interstate claims for benefits.<sup>8</sup> This figure represented 4.5 percent

<sup>8</sup> This count is not complete, since there were 4 States which accepted initial claims for forwarding to other States throughout the year but did not act as liable States for the entire period: Illinois and Montana began paying benefits in July 1939; West Virginia assumed liability for interstate claims only after July 15, 1939; and the District of Columbia did not assume such liability at any time during the year.

of the intrastate initial claim load (table 1). This relationship was not uniform throughout the country, however. In some areas the relative volume of interstate workers reached much higher proportions than in others. Furthermore, a net outflow of labor took place in some regions and a net influx in others.

The States in the Rocky Mountain area had the highest relative number of interstate claimants; for every 100 intrastate claimants in the area, 21 claimants left one of the States comprising the region and 14 out-of-State claimants moved into one of them.

The Middle Atlantic States had the smallest relative proportion of interstate claimants; only 1.9 claimants moved away from one of these States and 1.7 moved in, for each 100 intrastate claimants. However, the 42,000 workers who left States in this area numbered 18 percent more than the interstate claimants who left the Mountain States. Although the interstate migrants in the heavily populated and industrialized Middle Atlantic area were relatively unimportant within the area, because of the size of the claim load, they represented a significant proportion of the total number of interstate claimants throughout the country.

As a whole, the ratio of interstate to intrastate claimants was considerably lower in the regions east of the Mississippi than in the western part of the country. There was only one of the five areas of the East<sup>9</sup> in which the claimants crossing State lines averaged more than 7 for each 100 intrastate claims—the East South Central area, into whose States nearly 8 workers came for each 100 intrastate claimants. In the four areas of the West,<sup>10</sup> on the other hand, the only region in which the interstate load fell below a ratio of 7 to every 100 in the intrastate load was the Pacific Coast, where about 5 claimants left one of the Pacific States for every 100 interstate claimants.

The relative lightness of interstate movement in the eastern States is further indicated by data for the individual States. Of the 27 eastern jurisdictions, there were only 3 whose interstate claimants amounted to more than 10 percent of

<sup>9</sup> The East includes New England, the Middle Atlantic, East North Central, South Atlantic, and East South Central areas.

<sup>10</sup> The West includes the West North Central, West South Central, Mountain, and Pacific areas.

their intrastate load: in the District of Columbia and Florida, 18 and 10 claimants, respectively, migrated to every 100 intrastate claimants; in New Hampshire 15 claimants moved away for each 100 who remained.

Among the 22 western States, in contrast, there were 16 in which interstate migrants filing claims from within or without the State were equal to more than 10 percent of all intrastate claimants. Arizona had the heaviest load, with 44 workers filing claims against it from outside the State to each 100 resident claimants, but 4 other States had in-migrations or out-migrations exceeding the highest load in the East. Interstate migrants filing claims from elsewhere against Nevada, Wyoming, Idaho, and New Mexico represented 33, 32, 29, and 25 workers, respectively, per 100 intrastate claimants. For every 100 intrastate claims, the Alaska agency received 127 claims as liable State, primarily from seasonal mining and cannery workers who went south during the off season. Jobless claimants entering these States from other States were also relatively numerous; for each 100

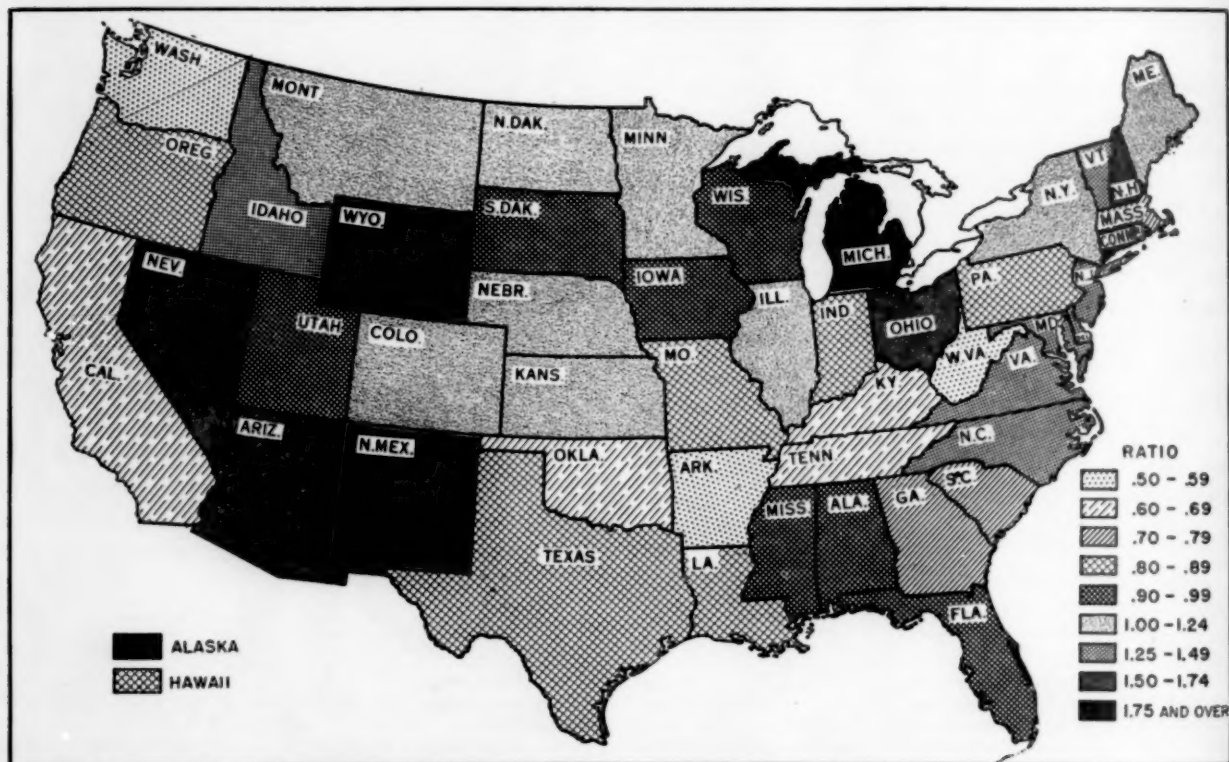
intrastate claimants, 25 came into Arizona, 20 into Nevada, 19 into Idaho, and 15 into Alaska.

Several States had 10,000 or more interstate claimants leaving or entering. There were large movements into Florida, Massachusetts, Missouri, Oklahoma, and Washington; out of Michigan and Ohio; and into as well as out of California, Illinois, New York, Pennsylvania, and Texas.

About one-third of the States had almost equal numbers of claimants entering and leaving. However, at least 1.8 and up to 8.6 times as many claimants left Alaska, Connecticut, Michigan, New Mexico, and Wyoming as came into these States (chart 1). In Arizona, Nevada, New Hampshire, and Ohio there was also a net outward movement, although the ratios ran only between 1.5 and 1.7. At the opposite end of the scale, about half as many claimants left Arkansas and Washington as came into those States. About two-thirds as many left as entered California, Kentucky, Oklahoma, and Tennessee.

Except in Massachusetts and Rhode Island, more claimants left the States composing the New

Chart 1.—Number of interstate initial claims received as liable State as percent of number received as agent State, by State, 1939<sup>1</sup>



<sup>1</sup> Excludes District of Columbia, because no claims were accepted as liable State in 1939.

England area than entered during the year. In Connecticut the volume of out-migration was more than double the in-migration. Many claims for which States in New England were liable came from New York, New Jersey, Pennsylvania, Florida, and California. Those which came to Connecticut from Florida represented workers in service industries in the main, while many of those received from California were filed by workers in the airplane industry who had gone to that State to try to get employment in the airplane factories.<sup>12</sup>

In the Middle Atlantic area, New York and New Jersey received about a fourth more claims as liable State than were taken as agent State. About 20 percent of the claims for which New York was liable came from Florida and California, and these two States contributed about 15 percent to the interstate load for which New Jersey was liable. New York analyzed the group of workers who had filed claims from Florida from April 1 to September 15, 1940, and found that about 60 percent of them had the type of employment experience which would normally lead them to seek work in a resort State.<sup>13</sup>

Among the majority of States in the East North Central area, the migration was largely outward. In this area, Michigan had the largest out-migration, with a rate of 3.8 claimants leaving to every worker entering. From a study made in Michigan of the interstate claims for which it was liable during 1939, it is possible to obtain detailed information about its migrants.<sup>14</sup> While almost 20 percent of the initial claims filed against Michigan came from the adjacent States of Indiana, Ohio, and Wisconsin, nearly 25 percent came from Kentucky, Tennessee, West Virginia, and Pennsylvania. Furthermore, migrants frequently had insufficient earnings to qualify them for benefits. More than one-third of their interstate claims were disallowed by Michigan in the 2 years July 1938-June 1940, although less than one-eighth of all claims (intra-state and interstate) were denied in that period. Partly because a relatively small number of the

interstate claimants were women, whose earnings are less than those of the male workers, the average weekly benefit amount of the out-of-State claimants to whom Michigan paid benefits was only slightly less than the average for all claimants and even exceeded the latter figure in each industry except automobile manufacturing and transportation. However, the average maximum duration allowed the interstate group was lower than that allowed all claimants not only as a group but in every industry, and nearly three-fourths of the interstate claimants exhausted their benefit rights in contrast to less than half of the claimants as a whole.

A small sample study of the Michigan data indicated that 49 percent of the interstate claimants who exhausted their Michigan benefit rights during the benefit year ending June 30, 1939, and 72 percent of those who did not exhaust their rights were reemployed in Michigan between January 1939 and March 1940. Thus, it appears that these interstate claimants may return to their homes during periods of unemployment but again come back to the State in which they once had work. This conclusion is confirmed by a study of migration between Michigan and Tennessee, which indicates that the claims filed in Tennessee against Michigan as liable State are filed largely by workers who go back to their homes in Tennessee when there is a seasonal shut-down in Michigan automobile manufacturing or related fields, and regularly return to Michigan for work there.<sup>15</sup>

The net migration of interstate claimants was inward for half of the States of the South Atlantic area and outward for the other half. This was also true of the West North Central States. On the other hand, workers migrating to States within the West South Central and Pacific areas filed more claims for benefits than did claimants who moved out of these States during the year. All States within the Mountain area, except Utah, had more out-migration than in-migration. In Wyoming the movement outward was approximately four times the inward movement, and in Arizona, Nevada, and New Mexico the outflow exceeded the influx by two-thirds or more.<sup>16</sup>

<sup>12</sup> Connecticut Department of Labor and Factory Inspection, *Monthly Bulletin of Placement and Unemployment Compensation Division*, Vol. 5, No. 6 (June 1940), p. 4.

<sup>13</sup> New York State Department of Labor, Division of Placement and Unemployment Insurance, *The Employment Review*, Vol. 2, No. 12 (December 1940), p. 538.

<sup>14</sup> U. S. House of Representatives, Select Committee to Investigate Interstate Migration . . . *Interstate Migration*, Chicago hearings, pt. 3, 1940, pp. 1195-1210.

<sup>15</sup> Buchanan, Margaret Terry, *The Migration of Workers from Tennessee to Michigan*, Tennessee Unemployment Compensation Division, Dec. 1, 1940.

<sup>16</sup> Comparisons between in-migration and out-migration are not valid for the District of Columbia and West Virginia in the South Atlantic area and Montana in the Mountain States. See footnote 8.



## Migration to Contiguous States and Other Areas

Not only the volume of migration but also the distance to which interstate claimants migrate is significant. About half the interstate workers who filed claims during 1939 merely moved into a contiguous State. Many of the remainder filed their claims thousands of miles from the State in which they had accumulated benefit rights (table 2).

More than 70 percent of the claimants who left Arkansas, Delaware, Nevada, New Hampshire, Oregon, and Vermont entered contiguous States, while less than 30 percent of those who left California, Montana, and Maine (which has only one contiguous State) went across only one State line. More than 70 percent of the interstate claimants who entered Delaware, Georgia, Massachusetts, Nevada, New Hampshire, Vermont, and Wisconsin, came from contiguous States. At the other extreme, California, Florida, and Maine acted as agent for adjacent States in less than 30 percent of the claims. There was no geographic concentration among the States which received from or transmitted to adjacent States large proportions of their claims, except in New England where there were several States in which migration to or from adjacent States comprised more than 70 percent of the interstate load.

New England was indeed the most self-contained of all the areas (chart 2). More than half the claimants leaving States in that area remained within the area, and almost two-thirds (65 percent) of the in-migrants were from other New England States. About a fourth of the interstate claimants of the New England region entered or left the Middle Atlantic area; all other parts of the country, therefore, accounted for less than one-fifth (18 percent) of the workers who migrated from the New England States and slightly more than one-tenth (12 percent) of the claimants who came into these States. Part of the reason for the large number of intra-area claimants may be the inclusion of commuters or other workers who are not counted as interstate workers in other regions. For instance, the bulk of the claims forwarded to Connecticut from Massachusetts and Rhode Island were filed by individuals living in these two States who commuted daily to their work in Connecticut, as an agreement among these States allowed commuters to file claims in

their resident States against Connecticut.<sup>17</sup> Vermont also has agreements with bordering States whereby commuters may file claims in these States against Vermont's funds.<sup>18</sup>

<sup>17</sup> See footnote 12.

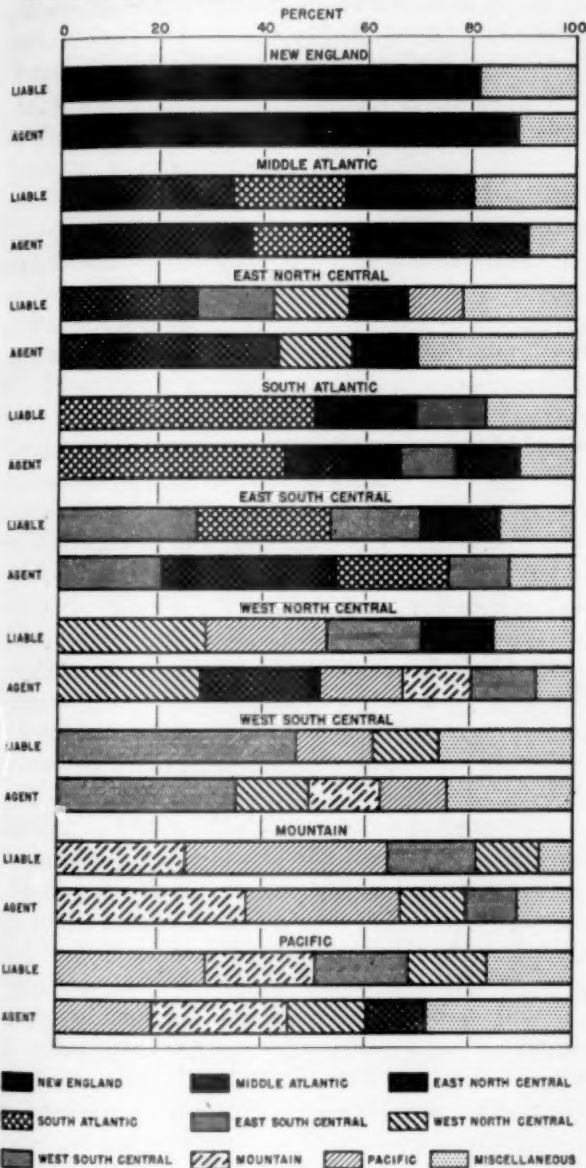
<sup>18</sup> Vermont Unemployment Compensation Commission, *Facts and Figures*, Vol. 1, No. 1, (January-March 1939), p. 21.

**Table 2.—Percent of interstate initial claims received from or sent to contiguous States, and number of States from or to which claims were received or sent, 1939**

Geographic division and State	Percent of interstate claims received from or sent to States contiguous to—		Number of States	
	Liabe State	Agent State	From which interstate claims received as Liabe State	To which interstate claims sent as Agent State
<b>New England:</b>				
Connecticut.....	60.3	68.2	48	40
Maine.....	28.8	28.0	36	30
Massachusetts.....	63.0	72.7	50	46
New Hampshire.....	83.8	77.5	41	38
Rhode Island.....	62.0	68.5	42	34
Vermont.....	76.2	72.2	29	27
<b>Middle Atlantic:</b>				
New Jersey.....	48.2	58.6	49	44
New York.....	45.4	49.4	50	46
Pennsylvania.....	58.4	65.8	50	49
<b>East North Central:</b>				
Illinois.....	37.2	49.2	50	46
Indiana.....	49.9	66.1	49	49
Michigan.....	31.2	41.4	50	49
Ohio.....	45.5	52.6	50	49
Wisconsin.....	56.5	76.4	50	46
<b>South Atlantic:</b>				
Delaware.....	74.1	75.2	35	36
Dist. of Columbia.....		58.3		48
Florida.....	34.0	18.5	49	46
Georgia.....	65.5	72.0	44	47
Maryland.....	56.4	44.1	45	43
North Carolina.....	56.2	52.4	46	46
South Carolina.....	47.2	63.0	40	38
Virginia.....	64.3	54.4	46	41
West Virginia.....	50.5	68.9	46	43
<b>East South Central:</b>				
Alabama.....	56.7	56.6	44	47
Kentucky.....	65.9	51.5	47	46
Mississippi.....	62.5	58.3	40	44
Tennessee.....	58.1	44.7	47	46
<b>West North Central:</b>				
Iowa.....	55.5	59.1	48	46
Kansas.....	51.4	46.4	46	47
Minnesota.....	33.6	35.6	50	46
Missouri.....	49.0	46.5	49	47
Nebraska.....	49.9	54.4	43	46
North Dakota.....	52.7	41.6	33	33
South Dakota.....	50.8	50.7	34	39
<b>West South Central:</b>				
Arkansas.....	72.9	50.4	46	47
Louisiana.....	66.0	63.7	45	47
Oklahoma.....	62.6	58.4	45	43
Texas.....	55.1	44.5	49	49
<b>Mountain:</b>				
Arizona.....	57.3	53.8	48	46
Colorado.....	37.4	48.9	49	47
Idaho.....	68.0	64.7	43	42
Montana.....	22.3	46.0	41	39
Nevada.....	78.5	73.6	45	46
New Mexico.....	68.8	65.1	41	41
Utah.....	34.6	51.4	43	42
Wyoming.....	52.3	52.9	44	41
<b>Pacific:</b>				
California.....	17.4	16.8	50	49
Oregon.....	73.4	69.8	47	48
Washington.....	42.6	32.8	46	47
<b>Territories:</b>				
Alaska.....			41	38
Hawaii.....			24	29

The East South Central States and the Pacific region had strongest ties with other parts of the country. Only about a fourth (27 percent) of the claimants who moved away from one of the East South Central States moved into another State in the same region, and about one-fifth (21 percent)

Chart 2.—Percentage distribution of interstate initial claims received as liable State and sent as agent State, by geographic division, 1939<sup>1</sup>



<sup>1</sup> Excludes District of Columbia, because no claims were accepted as liable State in 1939.

of the workers who came into one of these States were from another State within the region. For the Pacific Coast the corresponding percentages were 29 and 19. As a matter of fact, more claimants came into each of these areas from another area than from other States within the area. A third (33 percent) of the interstate claimants entering the East South Central States were from the East North Central region, as compared with 21 percent who moved within the area; and more than a fourth (27 percent) of the claimants going into one of the Pacific States came from the Mountain region, as against 19 percent from other Pacific States. Conversely, more claimants departed from the Mountain States for Pacific Coast destinations than for other States within the Mountain region.

With these exceptions, intra-area mobility was relatively greater than inter-area movement. In no region except New England, however, did intra-area migration comprise as much as half the interstate claim load.

Most of the inter-area migrants went to adjoining areas. The Pacific region was the only one which exerted a substantial drawing power on distant regions; claimants who had migrated there accounted for 11 percent of all interstate workers who left the East North Central States, 23 percent of those who had moved away from the West North Central States, and 14 percent of those for which the West South Central States were liable. The movement was by no means one way, however; claimants moving away from the Pacific Coast represented 16 percent of the workers who later filed interstate claims in the West North Central States and 13 percent of the migrants to the West South Central region.

It must be noted that, in spite of the considerable movement between adjoining States and areas, there was also a general scattering of claimants throughout the country (table 2). Of the 50 jurisdictions for which complete data are available,<sup>19</sup> only 2, Vermont and Hawaii, received claims from less than 30 other States during the year, and 44 States received claims from 40 or more other States; in 31 of the 44 States, workers went to at least 45 other States.

<sup>19</sup> There is no record of movements out of the District of Columbia.

# Job Seekers Registered at Public Employment Offices, April 1941 \*

SINCE THE Bureau of Employment Security made its survey of registrants at public employment offices in April 1940, vast changes have taken place in the national economy. Between July 1940 and April 1941, the month of the most recent inventory, the Government had awarded \$20 billion in contracts and had disbursed \$5.9 billion for defense purposes. Nearly three-fourths of the amount spent was for airplanes, ships, and other military equipment and supplies; the rest went into construction of cantonments, industrial plants, and housing for workers drawn to centers of defense activity. Production of durable goods, which had declined most sharply during the depression and had lagged behind the general recovery since 1933, suddenly began to exceed production of nondurable goods. Plants idle for years were reopened, and new plants were built. Hundreds of thousands of workers of all types were needed, especially in the skilled manufacturing occupations, for which there had been little demand during the past decade. Between April 1940 and April 1941, it is estimated, total employment in the country increased 1.6 million; more than a million men were withdrawn from the labor force into the armed services; and total unemployment declined 2.2 million.

The constantly increasing demand for workers created shortages in many of the skills that can be acquired only with training and experience; some of the less skilled occupations were also affected, as workers from such fields as domestic service and agriculture were siphoned off to better-paid unskilled jobs in factories. These changing aspects of the labor market resulted in changed employment standards. Employers became more willing to accept older workers; a real demand appeared for young inexperienced workers to be trained on the job; women were employed for work formerly considered men's province; employment opportunities for Negroes increased. All these developments might be expected to be reflected in the composition of the labor supply available at public employment offices.

\* Prepared in the Research and Statistics Division, Bureau of Employment Security.

Unfortunately, few water-tight comparisons can be made between the 1940 and 1941 inventories because of different methods employed in making the two surveys. The period during which an application remains active varies among the States from 30 to 90 days or more. For the 1941 inventory, however, States were instructed to include only those registrants in the active file who had been in contact with their local offices on or after March 1, thereby excluding many registrants who are ordinarily included in the active file. The 1940 inventory had no comparable requirement, although local offices had previously cleared their files of all registrations of persons believed not actively seeking work. The two procedures do not yield identical results. Although various States in 1941 counted all persons who had reported to local offices on or after March 1, even though their registrations had lapsed, the effect of this misinterpretation on the total inventory was probably negligible.

Registrants were classified as "available" or "unavailable" in the 1941 survey, while no such distinction was made in the 1940 count. For the 1941 inventory, no registrant was considered available if he was already employed at his primary occupation; if he was temporarily unemployed but waiting to be called back to his regular job or only partially employed and not interested in being referred to a job; or if he was physically handicapped or so undependable as to be unsuitable for employment under current labor-market conditions. All other registrants were considered available and were classified either as "with a job" or "without a job." Registrants classified as "available—without a job" included not only the unemployed but also any worker currently employed at a temporary job or anticipating a lay-off of at least 4 weeks beginning prior to April 26; WPA and NYA workers; CCC enrollees; and students who did not have a job but expected to be available for work by July 1, 1941.

Only available registrants in the 1941 survey were classified according to age, sex, and race; as a result, about 8 percent of all registrants were excluded from comparison with the 1940 data.



Moreover, comparison of occupations and occupational groups is limited by fundamental differences between the job classifications used in the 2 years.

### *The Survey as a Measure of Labor Supply*

While the active file is a good indication of available labor supply, it is not a complete measure. Not all unemployed workers are registered at public employment offices, nor are all the registrants unemployed. As public agencies, the offices accept applications for work from all who wish to register with them. Although registration is required of unemployment compensation claimants, WPA workers, and employable relief recipients, it is voluntary for all other persons, employed and unemployed. Consequently, the proportion of the unemployed who are actually registered at the public employment offices varies with factors affecting each of these groups.

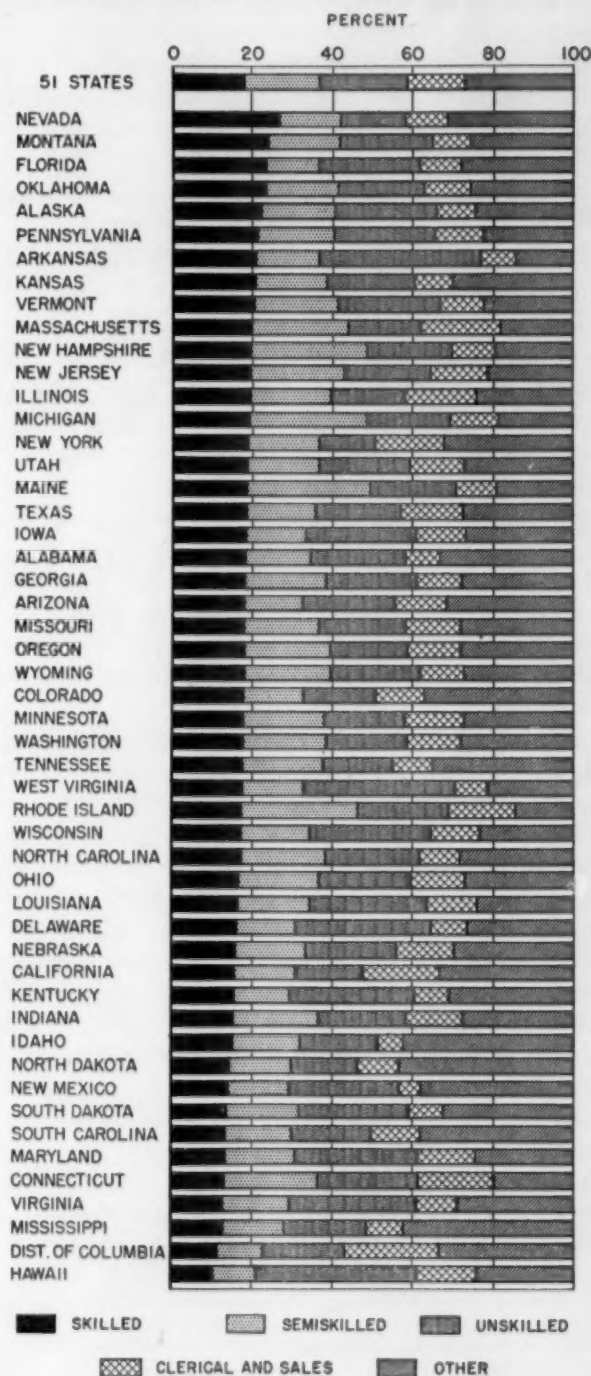
In April of both 1940 and 1941, registrations included in the survey were equal to nearly two-thirds of the total number of unemployed workers. An undetermined proportion of the applicants at public employment offices, however, are employed; in the 1941 inventory the proportion was somewhere between 5 and 10 percent. Since the inventory was taken at the conclusion of an intensive recruitment campaign, it is probable that the proportion of employed workers included in the file was then at a peak.

The effect of the March-April registration drive on the composition of the active file is difficult to determine. At the end of March, when the recruitment campaign was 2 weeks old, the active file contained 5.2 million applications—70,000 more than a month earlier. By the end of April, 2 weeks after the close of the active campaign, the file had declined to 5.1 million. During these 2 months, 3.4 million new and renewed applications had been received, 800,000 placements had been made, and 2.6 million applications had been removed from the active file, either because the applicants had reported finding jobs for themselves or because they had failed to renew their applications before the expiration of the validity period.

With such rapid turn-over, the composition of the active file may change considerably in a short time. In the occupations most in demand, the change in number of workers actually available is likely to be even more rapid than can be deter-

mined from the regular monthly count. There seems little doubt, for instance, that the number of workers available in skilled and semiskilled occupations was exaggerated in this year's inventory, not

**Chart 1.—Percentage distribution by major occupational group of job seekers available at public employment offices, by State, April 1941**



**Table 1.—Number of job seekers registered at public employment offices, April 1940 and April 1941, by major occupational group**

Major occupational group	Number (in thousands)		Percentage change
	April 1940	April 1941	
Total.....	5,084	4,397	-13.5
Skilled.....	980	805	-17.8
Semiskilled.....	1,011	843	-16.6
Unskilled.....	1,054	936	-11.2
Professional and managerial.....	169	168	-.6
Clerical and sales.....	638	594	-6.9
Service.....	625	561	-10.3
Agricultural, fishery, and forestry.....	443	315	-28.9
Unassigned <sup>1</sup> .....	144	175	+21.3

<sup>1</sup> Represents recent students, persons without work experience, and persons with occupation unspecified.

only by errors in procedure but also by the likelihood that many workers who filed applications in response to the registration campaign soon found jobs for themselves and neglected to report the fact to the employment office, thus leaving their applications in the active file to be counted as representing available workers. Later data indicate that within a few months after the April inventory the supply of available workers qualified for jobs in defense industries had shrunk considerably; it is likely that subsequent monthly counts may show that the supply has been augmented by registrations of workers from industries where priorities have forced curtailment of employment.

Other factors must be considered in interpreting the inventory as a measure of labor supply. Since only primary registrations<sup>1</sup> were included and a worker was counted in only one occupation even though he might be fully or partially qualified in several others, the number of registrants qualified in any one occupation is understated. Moreover, the number of available registrants in any occupation or locality may overstate the number of workers who could be placed in jobs. Even in the face of active labor demand there are workers who are difficult to place because they lack suitable training, recent experience, or some particular combination of skills, or are unwilling to move to another community; placements are also affected by an applicant's age, sex, or race or by his religion, foreign birth, or lack of citizenship. Although

<sup>1</sup> A primary registration is made in the occupation in which an applicant seems best qualified. However, in many offices the greater prospect of placement in certain occupations undoubtedly influenced the interviewer to assign primary occupations in which the applicants were not fully qualified.

some of these registrants may find jobs as employer specifications are relaxed or as the workers become better trained, others will continue unemployed even though jobs remain unfilled and new entrants into the labor market, such as housewives and youths, are hired by industry. The age, sex, and race distributions in the 1941 inventory give some indication of the placeability of registrants.

### **Total Registrations and Available Registrants**

Nearly 4.4 million registrants were included in the occupational count of April 1941. The decline from 5.1 million at the time of the 1940 inventory reflects both the increased industrial activity and employment resulting from the defense program and the effect of the maximum 57-day validity period prescribed for the 1941 count.

A comparison of the number of registrants in each of the major occupational groups in both surveys is shown in table 1. Any conclusions drawn from these data are necessarily tempered by all the qualifications already discussed.

The effect of the defense program is evident to some extent in the changes from 1940 to 1941. When the 1941 inventory was taken, all agricultural States were reporting a diminishing supply of farm help resulting from the flow of agricultural workers into more lucrative defense employment. Corroborating these reports, the inventory revealed a decline of 29 percent in registrations of workers identified with agriculture, forestry, and fishery. The next greatest declines were in the skilled and semiskilled occupational groups, which have borne the brunt of defense demand. These two categories declined 18 and 17 percent, respectively. Registrations in an unassigned group that included recent students and persons without work experience increased 21 percent, reflecting undoubtedly the numbers of inexperienced workers who registered because they hoped to get defense jobs.

All but 340,000 of the 4.4 million registrants were available for placement either immediately or after some training. The proportion varied among the States from 75 percent in West Virginia to virtually 100 percent in Arkansas and the District of Columbia. More than 90 percent of the registrants in all except 11 States were immediately available for jobs. Variations among the major occupational groups were not signifi-

cant; the proportion available ranged from 90 percent in the agricultural, fishery, and forestry occupations to 95 percent in the clerical and sales group.

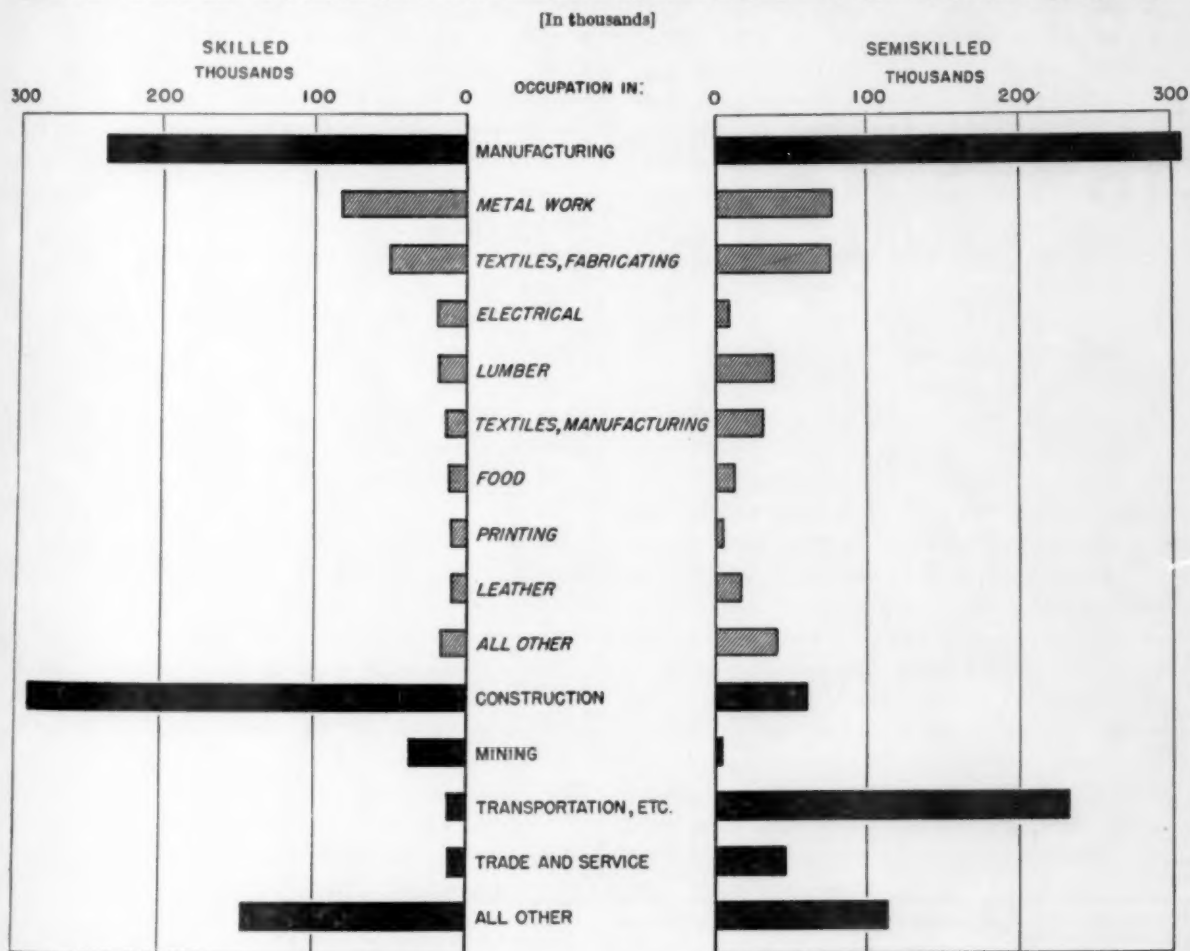
Nearly 5 percent of all the available registrants already had jobs but were not working in their primary occupation and were willing to accept employment at their highest skill. Within the continental United States, the proportion of available registrants who had jobs varied from 1 percent in Michigan to 12 percent in Montana. In the Territories the proportion was high—11 percent in Alaska and 25 percent in Hawaii. Factors other than job opportunities must have determined the proportion employed at jobs beneath their highest skill, because some of the States with the least industrial development—such as Arizona and Minnesota—had almost as small a

proportion of available registrants so employed as did Michigan, a highly industrialized State.

Apparently, the higher the degree of skill or specialization, the greater the proportion of available registrants who have jobs beneath their ability. In the professional and managerial group, 7.4 percent were employed at jobs that did not utilize their highest skill, and 7.0 percent of the skilled applicants were so employed; the ratio for the 394 selected defense occupations was even higher—8.2 percent. In contrast, only 3.2 percent of the service group and 3.4 percent of the unskilled group were in employment below their highest skill.

Geographic distribution of registrants corresponded rather closely to population and degree of industrialization. For example, the Great Lakes States, which in the 1940 census claimed

**Chart 2.—Skilled and semiskilled job seekers available at public employment offices, by industry, April 1941**





22 percent of the working population, accounted for 24 percent of total available registrants, while the Mountain States, with only 2.8 percent of the labor force, had only 3.8 percent of the registrants (table 3). New York State, with 11 percent of the national labor force, had 13 percent of all registrants. Except for New York, the States along the Atlantic seaboard and the Gulf of Mexico generally had a proportion of total registrants slightly smaller than their share of the total labor force. Whether this slight variation

is due to differences in employment opportunities or to differences in administrative procedures of employment service offices is not known.

### Occupational and Industrial Distribution of Registrants

Although workers in the skilled and semiskilled occupations have been most in demand under the defense program, the supply of registered workers in these categories has not been depleted much faster than in other occupational groups. Dif-

Table 2.—Number of job seekers available at public employment offices and percent with a job, by major occupational group and State, April 1941

[Corrected to July 14, 1941]

State	Total		Skilled		Semiskilled		Unskilled		Professional and managerial		Clerical and sales	Service	Agricultural, fishery, and forestry	Unassigned
	Number	Percent with a job	Number	Percent with a job	Number	Percent with a job	Number	Percent with a job	Number	Percent with a job				
Total.....	4,059,403	4.8	731,263	7.0	764,911	5.2	870,641	3.4	155,228	7.3	565,454	529,318	282,458	160,130
Alabama.....	101,169	4.5	18,312	6.0	16,784	4.2	23,623	2.0	2,626	11.8	8,632	9,084	19,326	2,782
Alaska.....	2,034	11.4	446	18.6	372	10.8	517	8.9	63	22.2	196	230	174	86
Arizona.....	14,287	2.8	2,568	4.3	2,083	5.1	3,227	2.2	446	4.7	1,891	2,232	1,751	80
Arkansas.....	60,171	5.3	12,430	13.0	9,562	4.5	24,118	1.4	979	13.9	5,243	5,679	1,994	166
California.....	313,837	4.8	48,491	6.2	47,399	7.0	53,748	5.4	17,812	3.6	59,866	47,829	28,515	10,177
Colorado.....	54,296	3.6	9,483	6.7	8,187	3.8	9,670	1.0	2,070	8.1	6,737	6,837	9,125	2,187
Connecticut.....	29,278	4.4	3,817	5.2	6,814	4.0	7,273	3.9	1,003	7.8	5,553	3,315	858	645
Delaware.....	9,066	2.8	1,448	3.7	1,339	2.4	3,031	.7	177	9.0	817	1,453	692	309
District of Columbia.....	25,594	1.6	2,995	1.0	2,809	.5	5,233	1.4	1,508	2.3	5,950	6,644	114	341
Florida.....	91,981	3.2	21,150	4.9	12,142	3.3	22,944	1.5	3,294	4.9	9,465	10,879	8,280	3,827
Georgia.....	72,552	3.3	13,151	5.3	14,570	3.1	16,417	1.6	1,630	6.9	8,019	7,592	7,920	3,253
Hawaii.....	4,932	24.5	503	10.7	535	16.4	1,966	41.5	130	10.9	716	381	701	9
Idaho.....	17,000	7.5	2,570	11.1	2,838	7.4	3,308	7.5	329	17.3	1,079	1,803	4,904	160
Illinois.....	260,121	3.5	49,936	5.5	53,630	3.7	47,232	1.9	14,659	5.4	45,946	38,516	9,907	268
Indiana.....	145,467	7.7	22,125	8.7	31,105	7.8	31,443	4.5	5,322	24.7	20,417	22,186	9,235	3,654
Iowa.....	57,164	5.5	10,432	10.7	8,679	5.7	15,525	3.1	1,148	10.8	7,140	7,562	6,185	493
Kansas.....	90,816	8.7	12,400	14.8	10,600	11.0	13,001	2.9	1,832	16.9	5,751	7,351	7,086	1,796
Kentucky.....	66,219	4.6	10,143	7.3	9,470	3.9	20,294	3.8	1,520	5.1	5,722	7,007	10,739	1,324
Louisiana.....	48,894	4.9	8,043	4.8	8,672	3.3	14,217	5.6	1,241	7.5	6,228	5,763	4,000	730
Maine.....	29,494	6.3	5,474	7.7	9,055	4.2	6,236	7.6	922	15.4	2,960	2,471	1,774	602
Maryland.....	29,521	4.5	3,877	7.6	5,198	5.7	8,963	1.8	817	9.8	4,312	4,427	1,787	140
Massachusetts.....	116,215	5.3	23,022	8.2	27,692	6.0	21,107	3.8	5,360	4.5	23,333	12,095	1,730	1,878
Michigan.....	170,075	1.1	32,411	2.2	49,573	1.1	35,459	.3	6,249	3.0	20,535	19,764	5,851	233
Minnesota.....	93,507	2.3	16,396	3.8	18,818	2.3	19,076	.9	3,284	5.3	13,725	10,665	9,427	2,116
Mississippi.....	54,394	4.8	6,928	9.0	8,375	4.8	11,046	4.0	1,012	10.5	5,192	5,803	8,649	7,389
Missouri.....	131,355	5.2	23,590	9.0	24,504	6.4	28,076	3.4	4,272	6.3	17,792	17,075	13,864	2,182
Montana.....	18,831	12.0	4,477	19.4	3,353	5.1	4,300	11.0	469	15.6	1,809	2,205	1,915	300
Nebraska.....	41,339	3.5	6,530	5.8	7,272	3.4	9,359	2.2	1,545	8.4	5,777	4,980	5,531	336
Nevada.....	5,758	6.2	1,542	10.0	865	6.9	930	4.2	185	7.0	593	1,228	376	30
New Hampshire.....	14,695	4.2	2,898	6.2	4,225	2.6	3,088	1.7	404	9.6	1,564	1,684	463	360
New Jersey.....	109,384	7.3	21,270	8.6	25,476	9.5	23,409	6.7	5,702	8.8	15,563	16,110	1,841	13
New Mexico.....	21,618	4.9	3,056	8.3	3,236	2.8	5,973	1.8	325	11.4	1,110	2,264	5,408	246
New York.....	535,582	3.4	100,818	4.9	92,687	4.4	76,364	2.0	26,292	4.9	91,679	71,809	5,150	70,783
North Carolina.....	50,491	8.8	8,673	11.5	10,590	7.5	11,703	7.9	1,109	17.8	4,995	6,591	4,441	2,889
North Dakota.....	15,919	2.5	2,264	2.8	2,487	2.0	2,588	1.0	702	5.1	1,685	2,104	3,973	116
Ohio.....	233,678	5.4	38,932	7.9	46,801	6.4	53,264	3.0	7,601	9.6	30,537	42,816	12,599	1,128
Oklahoma.....	56,363	9.9	12,936	13.6	10,226	10.1	12,084	7.8	1,685	17.9	6,544	6,837	5,890	161
Oregon.....	42,584	9.0	7,639	13.2	9,136	9.6	8,238	8.0	1,752	7.6	5,538	4,877	4,310	1,094
Pennsylvania.....	292,896	5.1	61,752	8.2	55,545	6.2	74,052	3.4	12,157	6.0	35,145	31,167	5,763	17,315
Rhode Island.....	23,502	8.2	4,056	11.7	6,763	8.0	5,342	5.3	594	9.4	3,864	1,986	305	592
South Carolina.....	26,254	4.4	3,577	6.3	4,243	2.6	5,221	3.4	393	10.7	3,201	5,309	3,798	512
South Dakota.....	17,255	4.4	2,377	10.4	3,092	3.9	4,735	1.0	377	12.2	1,451	2,063	2,764	396
Tennessee.....	55,183	6.8	9,612	8.0	11,157	5.3	9,613	5.5	1,293	13.8	5,426	7,861	6,589	3,652
Texas.....	158,692	5.7	29,375	7.4	27,059	5.8	33,923	3.5	4,117	11.7	23,861	23,259	15,961	1,137
Utah.....	21,667	5.5	4,078	7.6	3,817	4.9	4,935	4.3	910	19.0	2,823	1,936	2,789	379
Vermont.....	7,416	9.3	1,490	12.3	1,558	7.8	1,899	12.0	232	14.2	828	918	463	38
Virginia.....	44,898	3.6	5,770	5.8	7,506	2.9	13,952	1.0	978	13.1	4,566	6,068	2,691	3,367
Washington.....	63,112	2.7	11,065	3.0	13,108	2.4	12,862	3.8	2,638	3.4	8,011	7,125	7,790	513
West Virginia.....	47,024	3.6	8,164	6.2	7,112	4.9	17,710	1.4	790	11.1	3,846	4,565	3,991	846
Wisconsin.....	90,228	4.5	15,593	4.2	15,362	4.6	26,895	4.8	3,152	5.1	11,117	8,171	2,522	7,416
Wyoming.....	6,595	5.1	1,178	11.2	1,430	4.5	1,462	4.1	121	15.7	704	733	647	320

<sup>1</sup> Represents recent students, persons without work experience, and persons with occupation unspecified.

<sup>2</sup> Excludes 24,831 new registrants in March and April for whom only sum-

mary applications were made; includes an estimated 32,500 registrants who had not been in contact with local offices since Mar. 1 but who could not be identified for exclusion at time of count.

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ferences between the occupational distribution of the 1940 and 1941 inventories are slight. As in 1940, each of the groups classified according to skill constituted approximately one-fifth of the total. About 731,000 available workers were qualified in skilled occupations, 765,000 in semiskilled, and 871,000 in unskilled occupations (table 2). Approximately 155,000 were available in professional and managerial occupations, and 1.4 million were available for jobs in the clerical and sales, service, agricultural, forestry, and fishery fields.

Approximately 1 out of every 3 of the available skilled registrants was qualified for a job in the manufacturing industries. More than a third of the 237,000 skilled manufacturing workmen were qualified in the metal-working occupations, where some of the most acute shortages have been reported. Among them were 16,300 welders and flame-cutters, 11,800 machinists, and 10,800 tin-smiths, coppersmiths, and sheet-metal workers. An unusually high proportion of the available registrants in these occupations—between 10 and 16 percent—were at work in jobs below their primary skill. Only 2,100 tool makers, die makers, and die sinkers were available, and 14 percent of them had other jobs.

Registrants in occupations used in the manufacture of textiles and in the fabrication of textile products constituted more than a fourth of the skilled manufacturing roster. There were also 18,100 available in occupations used in the production of lumber and lumber products and 10,000 in occupations related to the manufacture of leather and leather products, but only 830 in skills used in the production of chemicals and chemical products.

Almost half of the available skilled workers were in nonmanufacturing occupations—288,000 of them in construction trades. There were also 112,400 registrations of skilled workmen in occupations used in more than one industry—more than half of them mechanics and repairmen for motor vehicles, airplanes, and railroad equipment.

Of the 765,000 available semiskilled workers, 308,000 were suitable for jobs in manufacturing. Here again, a substantial number (77,700) were available in the critical metalworking occupations. There were 18,700 available in machine-shop and related occupations, and 21,300 in occupations used in the mechanical treatment of metals, such

as rolling, stamping, forging, and pressing. Textile manufacturing and fabricating occupations accounted for more than a third of the semiskilled manufacturing registrants.

Forty-five percent of the semiskilled registrants were in nonmanufacturing occupations. The most numerous were the 193,000 chauffeurs and drivers of buses, taxicabs, trucks, and tractors. There were also 60,200 workers available for construction jobs, and 46,000 in trade and service occupations.

Of all the available skilled and semiskilled registrants throughout the country, 465,000 or 31 percent were in selected occupations essential to defense industries, in all of which shortages had either been reported or were anticipated. Nearly half of these defense registrants were in construction occupations; 146,000 were in metal-trades occupations; 34,000 in textile, garment, and related occupations; 31,200 in automobile service occupations; 9,700 in shipbuilding occupations; 6,200 in aircraft manufacturing and service occupations; 8,500 in occupations used in the manufacture of electrical equipment; 1,700 in occupations used in the manufacture of instruments and optical goods; and 14,300 in a miscellaneous group of occupations used in a variety of industries.

In addition, there were 16,900 professional and technical registrants in strategic defense occupations. They constituted but a small proportion of the 155,000 professional and managerial registrants throughout the country, the great bulk of which consisted of accountants, musicians, teachers, retail managers, and so forth.

The largest occupational group was that of unskilled workers, of whom 871,000 were available. Only 1 out of 5 of these registrants was best suited for employment in manufacturing industries. Half the unskilled registrants were classified in the construction occupations.

In the clerical and sales group, where 565,000 workers were available, 65 percent were in clerical and 35 percent in sales occupations. In spite of widespread reports of unsatisfied demand, 87,000 stenographers and typists were available. General office clerks to the number of 55,000, and bookkeepers and cashiers numbering 51,700, were the next most numerous.

Of 529,000 workers available in the service occupations, two-fifths were domestic workers

and another two-fifths were workers in personal-service occupations. Various types of farm hands constituted more than two-thirds of the 282,000 workers available in the agricultural, forestry, fishery, and kindred occupations.

Since the location of available workers in relation to demand is of vital importance, the occupational distribution of available registrants was analyzed by geographic area<sup>2</sup> and by occupational group within each area (tables 3 and 4). The areas consist of States with fairly similar industrial characteristics or among which there is considerable exchange of labor across State lines. In some instances the inclusion of a State with one or another group had to be made arbitrarily. New York was treated as a separate area because its active file is so great that the State would dominate any area in which it was placed.

The geographic distribution of registrants in the broad occupational classes is shown in table 3. In general, each area's share of the total registrants in each of the occupational groups was proportionate to its share of the total active file. The Great Lakes and Ohio Valley States, with nearly a fourth of all the registrants in the country, had the greatest number of workers registered in each occupational group even though their share

of registrants in the agricultural, forestry, and fishery group was low in relation to their share of total registrants. The distribution of skilled, semiskilled, and unskilled workers corresponded closely to the distribution of total registrants, areas with the most registrants having the most workers in each skill category, and vice versa. There were some minor variations in this relationship; for example, although the New England States had only 5.4 percent of the available job seekers, they had 7.3 percent of the semiskilled registrants, and New York State, with 13 percent of the available registrants, had only 8.8 percent of the unskilled group.

The degree of industrialization of an area was reflected in variations in the distribution of professional and managerial, clerical and sales, and agricultural registrants, rather than in the mechanical trades. New York State, with its highly developed industrial and commercial life, had a relatively high proportion of the professional and managerial and clerical and sales registrants, and a very low relative proportion of the registrants in agricultural, forestry, and fishery occupations. The Gulf States, on the other hand, had relatively few registrants in the professional and managerial field and twice their proportionate share in the agricultural occupations. As might be expected, this latter pattern was characteristic of the more rural areas. Altogether, 72 percent of the workers registered in the agricultural group were located in a broad area extending diagonally across the country from the South Atlantic to the Pacific Coast, where only 44 percent of the total registrants were located.

Variations between the proportion of total

<sup>1</sup> The State groupings used in this analysis are as follows: New England—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont; New York; Middle Atlantic—Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Virginia, and West Virginia; Great Lakes and Ohio Valley—Illinois, Indiana, Kentucky, Michigan, Ohio, and Wisconsin; South Atlantic and Tennessee—Florida, Georgia, North Carolina, South Carolina, and Tennessee; Gulf—Alabama, Louisiana, Mississippi, and Texas; Southwest—Arkansas, Kansas, Missouri, and Oklahoma; North Central—Iowa, Minnesota, Nebraska, North Dakota, and South Dakota; Mountain—Arizona, Colorado, Idaho, Montana, New Mexico, Utah, and Wyoming; Pacific and Nevada—California, Nevada, Oregon, and Washington; Territories—Alaska and Hawaii.

**Table 3.—Percentage distribution of job seekers available in each major occupational group, by area, April 1941**

Area <sup>1</sup>	Total available	Skilled	Semi-skilled	Unskilled	Professional and managerial	Clerical and sales	Service	Agricultural, fishery, and forestry	Unassigned <sup>2</sup>
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
New England States.....	5.4	5.6	7.3	5.1	5.5	6.7	4.2	2.0	2.6
New York State.....	13.2	13.8	12.1	8.8	16.9	16.2	13.6	1.8	44.2
Middle Atlantic States.....	13.8	14.4	13.7	16.8	14.3	12.4	13.3	5.9	13.9
Great Lakes and Ohio Valley States.....	23.8	23.1	26.9	24.6	24.8	23.7	26.2	18.0	8.8
South Atlantic States and Tennessee.....	7.3	7.7	6.9	7.6	5.0	5.5	7.2	11.0	8.5
Gulf States.....	8.9	8.6	8.0	9.5	5.8	7.8	8.3	17.0	7.5
Southwest States.....	7.6	8.4	7.2	8.9	5.7	6.2	7.0	10.2	2.7
North Central States.....	5.5	5.2	5.3	5.9	4.5	5.3	5.2	9.9	2.1
Mountain States.....	3.8	3.7	3.3	3.8	3.0	2.9	3.4	9.4	2.3
Pacific States and Nevada.....	10.5	9.4	9.2	8.7	14.4	13.1	11.5	14.5	7.4
Territories.....	.2	.1	.1	.3	.1	.2	.1	.3	( <sup>3</sup> )

<sup>1</sup> See text footnote 2 for States included in areas.

<sup>2</sup> Represents recent students, persons without work experience, and persons with occupation unspecified.

<sup>3</sup> Less than 0.05 percent.

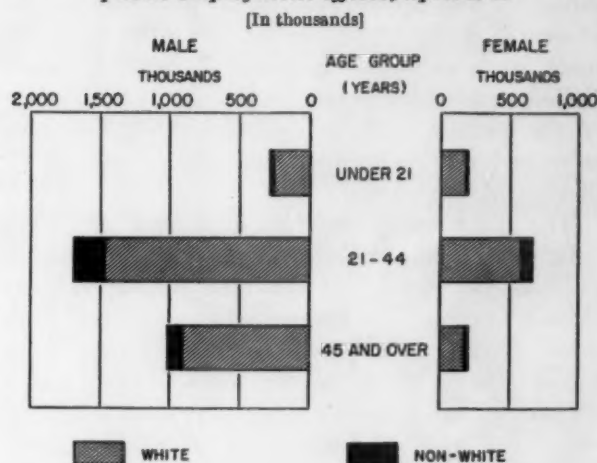


registrants and available registrants among the areas were too small to be significant.

Distribution of registrants among the broad occupational groups in each geographic area is shown in table 4. In each area, registrations of available skilled, semiskilled, and unskilled workers together constituted between 50 and 65 percent of the entire file. The only area in which skilled workers outnumbered the unskilled was New York State, but in five areas (New York State, South Atlantic and Tennessee, Gulf, Southwest, and Mountain States) they outnumbered semiskilled workers. In general, a greater proportion of the unskilled registrants in each area were available than of the skilled and semiskilled. The Southwest States, where one-fifth of the file was composed of available skilled workers, had the highest proportion in this class. The highest proportion of semiskilled workers was found in New England, where a fourth of the file was made up of available workers in this category. Most of the areas had between 20 and 25 percent of their registrants in the unskilled group; however, in New York State the proportion was 14 percent; in the Pacific States and Nevada it was 18 percent; and in the Middle Atlantic States, 26 percent.

In the other occupational groups, the least variation occurred in the professional and managerial occupations. The proportion of registrants in service occupations was also more or less similar in the various regions. Available registrants in the clerical and sales occupations, however, ranged from 11 percent of the total in the Mountain and the South Atlantic States and Tennessee to more than 17 percent in the New England States, New York, the Pacific States and Nevada.

Chart 3.—Age, sex, and race of job seekers available at public employment offices, April 1941



Registrants in occupations connected with agriculture, forestry, and fishery showed the greatest variation; in New York they constituted only 1 percent of the file, but in the Mountain States they accounted for 17 percent.

#### Personal Characteristics of Registrants

Since the usefulness and adaptability of a worker are frequently conditioned by his age, sex, and race, the personal characteristics of registrants in the 1941 inventory are interesting in the light of available labor supply (chart 3).

Among the available workers, men outnumbered women by almost 3 to 1; there were 3.0 million men and 1.1 million women. The women as a group were younger than the men; 19 percent of them were under 21, as compared with 10 percent of the men, while 34 percent of the men and only 19 percent of the women were 45 or over. Only

Table 4.—Percentage distribution of job seekers available in each area, by major occupational group, April 1941

Area <sup>1</sup>	Number available	Total	Skilled	Semi-skilled	Unskilled	Professional and managerial	Clerical and sales	Service	Agricultural, fishery, and forestry	Unassigned <sup>2</sup>
Total	4,059,403	100.0	18.0	18.8	21.5	3.8	13.9	13.0	7.0	4.0
New England States	220,600	100.0	18.5	25.4	20.4	3.8	17.3	10.2	2.5	1.9
New York State	535,582	100.0	18.8	17.3	14.3	4.9	17.1	13.4	1.0	13.2
Middle Atlantic States	558,393	100.0	18.8	18.8	26.2	4.0	12.6	12.6	3.0	4.0
Great Lakes and Ohio Valley States	965,788	100.0	17.5	21.3	22.2	4.0	13.9	14.3	5.3	1.5
South Atlantic States and Tennessee	296,461	100.0	18.9	17.8	22.2	2.6	10.5	12.9	10.5	4.6
Gulf States	363,149	100.0	17.2	16.8	22.8	2.5	12.1	12.1	13.2	3.3
Southwest States	307,705	100.0	19.9	17.8	25.1	2.9	11.5	12.0	9.4	1.4
North Central States	225,184	100.0	16.9	17.9	22.8	3.1	13.2	12.2	12.4	1.5
Mountain States	154,294	100.0	17.7	16.2	21.3	3.0	10.5	11.7	17.2	2.4
Pacific States and Nevada	425,291	100.0	16.2	16.6	17.8	5.3	17.4	14.3	9.6	2.8
Territories	6,966	100.0	13.6	13.0	35.6	2.8	13.1	8.8	12.6	.5

<sup>1</sup> See text footnote 2 for States included in areas.

<sup>2</sup> Represents recent students, persons without work experience, and persons with occupation unspecified.

12 percent of all the available registrants were under 21 and approximately 30 percent were 45 or over. Although 68 percent of all the available male workers were registered in skilled, semi-skilled, and unskilled occupations, only 30 percent of the women were so registered. Clerical and sales and service occupations claimed almost 60 percent of the women.

The older men—that is, men over 45—were chiefly in the skilled occupations. Although only 22 percent of all the men registered were skilled workmen, 32 percent of those 45 and over were skilled. The older women workers were found chiefly in the service occupations, where 39 percent of all those 45 and over were found, as compared with 28 percent of all women registrants. About one-fifth of all the registrants who had not yet reached their 21st birthday were apparently newcomers to the labor market and were classified in the unassigned group.

Seven out of every eight workers were white. Practically two-thirds of the non-white workers were qualified for jobs in the unskilled and service occupations; only 6 percent of them were skilled workmen, as compared with 20 percent of the white registrants. Though non-white registrants constituted only 12 percent of the entire file, they made up 20 percent of the available workers in unskilled occupations and 29 percent in the service occupations.

Personal characteristics of registrants in the 394 selected defense occupations differed from those of the inventory as a whole, chiefly because all the selected occupations were in the higher skill categories. A much smaller proportion of the registrants in the selected occupations were under 21 years of age, and a much larger proportion were 45 and over. The relative number who were white was much higher than for the total inventory—96 out of every 100, as compared with 88 out of every 100.

Comparison of the age and sex distributions of the 1941 and 1940 inventories reveals that workers in the most employable age group, 21–44 years, represented a substantially smaller percentage of all registrants this year than in 1940. The proportion of registrants under 21 had risen from 9.7 to 12 percent during the year, and registrations of

workers who had already passed their 45th birthday had increased from 27 to 30 percent of the file. The proportion of women had also increased slightly, from 25 to 26 percent.

Most of the relative increase in the number of women took place in the clerical and sales occupations and in the unassigned group. The relative increases in the upper and lower age brackets were apparent in most of the major occupational groups, among both the men and the women. However, the largest increases were in the “45 and over” group of skilled workmen, where the proportion of the total file had increased from 7.3 to 7.6 percent during the year, and in the “under 21” group of semiskilled and unassigned male registrants, where the proportion of the total file had increased from 0.9 and 0.8 percent, respectively, to 1.4 percent for each group. The increase in the older group of skilled workmen is attributable to the registrations of many who had not worked at their skills for some time. The increase in the proportion of semiskilled workers under 21 may be accounted for by the thousands of youths receiving vocational training, and the increased proportion of unassigned youths no doubt reflects the large numbers of inexperienced workers who registered in response to the recruitment campaign or in the hope of taking advantage of the rising labor market.

### **Conclusion**

If the April inventory is a fair measure of labor supply, then the dearth of manpower for defense production is cause for genuine concern. The supply of skilled workmen cannot be augmented quickly by training. And it is in this category that the defense program makes significant demands. A survey by local employment offices of approximately 10,000 establishments in the vital defense industries has indicated that approximately 307,000 skilled workers would be added to factory pay rolls between May and the end of December 1941. There were only 443,000 available workers in skilled occupations other than construction in the April inventory, indicating that even more acute shortages in numerous occupations are likely to occur, unless carefully directed efforts are made to supply the skilled workers needed for defense production.

# PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE • DIVISIONS OF  
OPERATING STATISTICS AND ANALYSIS AND SOCIAL STATISTICS AND RESEARCH

## Statistics for the United States, July 1941

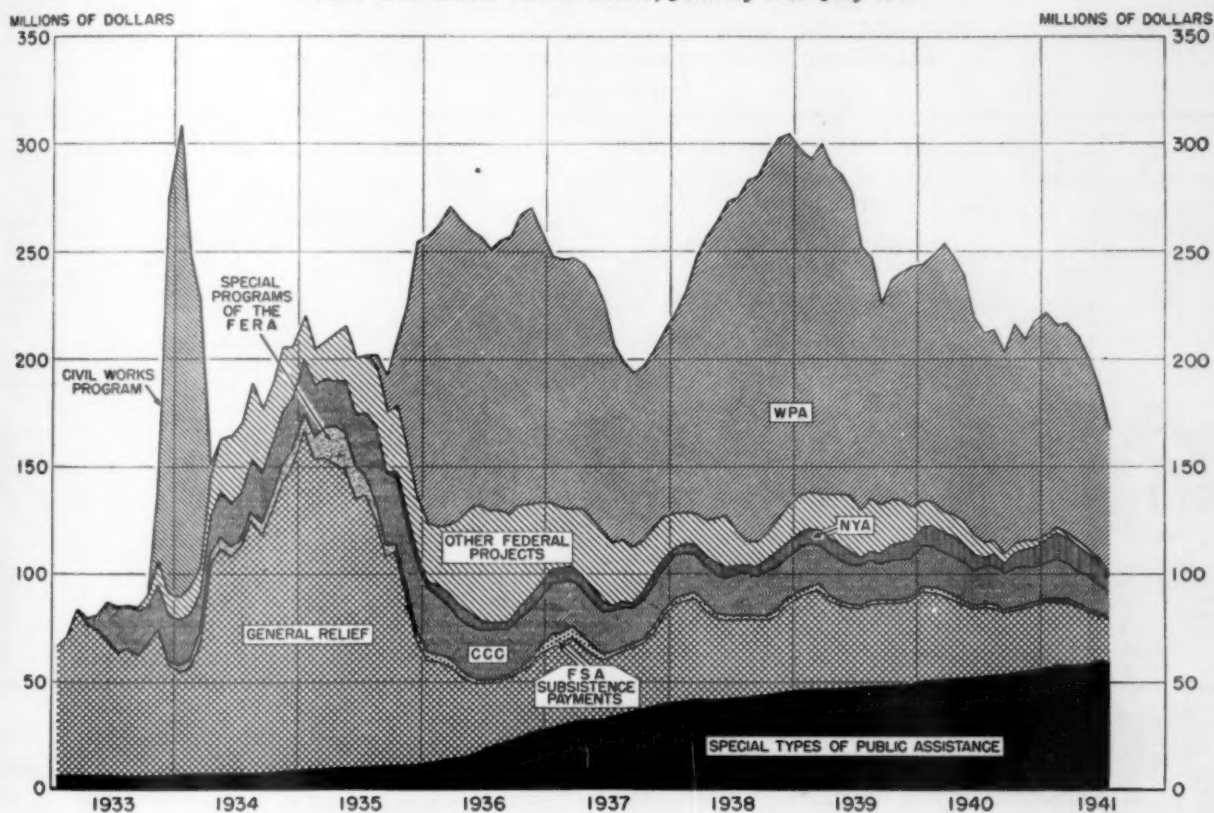
*Total assistance and earnings continued to decrease.*—In July, total expenditures for public assistance and earnings under the several Federal work programs in the continental United States amounted to \$166.9 million, a decrease of 11.2 percent from the previous month and 21.2 percent from the previous July (table 1). Payments in July are estimated to have benefited 4.2 million households including 11.1 million persons—9.9 and 10.4 percent less, respectively, than in June (table 2).

Smaller amounts were expended in July than in the same month of the previous year for general relief and for all the Federal work programs except the out-of-school work program of the National

Youth Administration. Subsistence payments certified by the Farm Security Administration were also smaller.

*All the Federal work programs decreased from June.*—Total earnings on projects of the Work Projects Administration decreased 17 percent to \$67.2 million in July, and the number employed declined 26 percent to 1.0 million. Earnings under the Civilian Conservation Corps and the number enrolled each decreased 10.4 percent. Earnings under the NYA student work program decreased to \$12,000 and employment to 2,000; earnings under the out-of-school work program decreased 11 percent, and employment decreased 16 percent. Earnings under other Federal agency projects

Chart 1.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–July 1941





**Table 1.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, July 1940–July 1941<sup>1</sup>**

[In thousands]

Year and month	Total <sup>2</sup>	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects <sup>3</sup>	
		Special types of public assistance			General relief	Subsistence payments certified by the Farm Security Administration <sup>4</sup>	Civilian Conservation Corps <sup>5</sup>	National Youth Administration <sup>6</sup>		Work Projects Administration <sup>6</sup>	Other Federal agency projects financed from emergency funds <sup>7</sup>		
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program				
1940													
July.....	\$211,839	\$39,642	\$11,090	\$1,818	\$32,192	\$637	\$18,137	\$2	\$3,407	\$97,086	\$7,828	\$39,440	
August.....	213,288	39,943	11,223	1,832	31,732	940	19,022	4	4,759	97,333	6,500	43,790	
September.....	203,056	40,034	11,328	1,829	28,547	732	16,828	106	4,822	93,307	5,323	47,088	
October.....	216,141	40,864	11,558	1,846	29,379	811	18,479	2,236	4,911	101,789	4,268	46,130	
November.....	209,214	41,306	11,718	1,848	29,033	831	18,725	3,064	5,450	93,532	3,707	60,201	
December.....	217,845	41,858	11,900	1,862	30,080	1,037	16,314	3,109	6,433	102,329	2,803	58,074	
1941													
January.....	221,979	42,523	12,298	1,868	30,544	1,455	17,110	2,776	7,901	103,514	1,990	103,322	
February.....	215,023	43,001	13,192	1,871	28,872	1,617	18,152	3,165	9,224	94,080	1,849	113,700	
March.....	216,056	43,457	12,766	1,870	28,758	1,953	16,178	3,283	8,929	97,400	1,462	111,138	
April.....	208,472	43,878	12,866	1,885	26,269	1,607	15,073	3,352	8,405	93,689	1,448	116,132	
May.....	198,879	44,110	12,856	1,896	23,272	908	14,765	3,385	8,115	88,236	1,336	106,415	
June.....	187,894	45,671	12,805	1,896	20,585	1,532	12,902	2,592	7,092	80,746	1,173	110,103	
July.....	166,862	45,314	12,570	1,892	19,842	502	11,564	12	7,131	67,227	808	117,810	

<sup>1</sup> Data are partly estimated and subject to revision. For January 1933–June 1940, see the Bulletin, February 1941, pp. 66–68. For definitions of terms, see pp. 50–52 of this issue.

<sup>2</sup> Data exclude earnings on regular Federal construction projects. Beginning with this issue, also exclude earnings on projects financed from Reconstruction Finance Corporation funds (see footnote 7).

<sup>3</sup> Data from the FSA.

<sup>4</sup> Data from the CCC.

<sup>5</sup> Data from the NYA.

<sup>6</sup> Data from the WPA.

<sup>7</sup> Data from the Bureau of Labor Statistics. Earnings on projects financed from RFC funds, previously included in other Federal agency projects financed from emergency funds, are included in earnings on regular Federal construction projects.

<sup>8</sup> Excluded from total. See footnote 7.

<sup>9</sup> Preliminary.

**Table 2.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, July 1940–July 1941<sup>1</sup>**

[In thousands]

Year and month	Estimated unduplicated total <sup>1</sup>		Recipients of assistance						Persons employed under Federal work programs						Persons employed on regular Federal construction projects <sup>3</sup>
	Households	Persons in these households	Special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration <sup>4</sup>	Civilian Conservation Corps <sup>5</sup>	National Youth Administration <sup>6</sup>		Work Projects Administration <sup>6</sup>	Other Federal agency projects financed from emergency funds <sup>7</sup>		
			Old-age assistance	Aid to dependent children		Aid to the blind									
				Families	Children										
1940															
July.....	5,055	14,331	1,986	349	840	72	1,362	31	274	( <sup>9</sup> )	196	1,639	65	332	
August.....	5,098	14,478	2,001	353	849	72	1,342	43	287	1	239	1,684	49	345	
September.....	4,990	14,059	2,016	357	859	72	1,258	35	254	24	238	1,673	41	291	
October.....	5,200	14,436	2,034	360	867	72	1,230	34	279	352	232	1,743	32	438	
November.....	5,277	14,577	2,051	364	874	73	1,212	36	283	439	262	1,771	27	614	
December.....	5,362	14,807	2,066	370	891	73	1,239	44	246	449	326	1,826	22	712	
1941															
January.....	5,445	15,064	2,075	376	909	73	1,257	57	258	442	419	1,858	15	721	
February.....	5,458	15,060	2,082	383	924	73	1,229	57	274	459	482	1,850	13	767	
March.....	5,360	14,667	2,107	387	935	73	1,210	66	244	471	459	1,718	11	763	
April.....	5,153	13,896	2,127	391	942	74	1,153	52	228	478	418	1,575	11	778	
May.....	4,913	13,048	2,148	393	944	74	1,038	35	223	462	391	1,453	10	722	
June.....	4,689	12,364	2,167	391	942	74	934	38	195	356	384	1,376	9	718	
July.....	<sup>10</sup> 4,224	<sup>10</sup> 11,081	2,181	388	935	74	875	17	175	2	322	1,025	6	781	

<sup>1</sup> Data are partly estimated and subject to revision. For January 1933–June 1940, see the Bulletin, February 1941, pp. 68–70. For definitions of terms, see pp. 50–52 of this issue.

<sup>2</sup> Estimated by the Work Projects Administration and the Social Security Board. Excludes persons employed on regular Federal construction projects. Beginning with this issue, also excludes persons employed on projects financed from Reconstruction Finance Corporation funds (see footnote 7).

<sup>3</sup> Data from the FSA.

<sup>4</sup> Data from the CCC.

<sup>5</sup> Data from the NYA.

<sup>6</sup> Data from the WPA.

<sup>7</sup> Data from the Bureau of Labor Statistics. Persons employed on projects financed from RFC funds, previously included in other Federal agency projects financed from emergency funds, are included in data on regular Federal construction projects.

<sup>8</sup> Excluded from estimated unduplicated total. See footnote 7.

<sup>9</sup> Less than 500 persons.

<sup>10</sup> Preliminary.

financed from emergency funds decreased 31 percent and the number employed, 33 percent. Subsistence payments by the FSA and recipients of such payments in July were, respectively, 67 and 55 percent below June.

Beginning with this issue of the Bulletin, data on other Federal agency projects financed from emergency funds have been revised to exclude employment and earnings under work projects financed from funds of the Reconstruction Finance Corporation. This revision, which covers data from April 1934 to date, was made because recent expansion in RFC projects has resulted entirely from defense activity. Data on such projects financed from RFC funds are included under regular Federal construction projects.

**Food stamp plan.**—Data on the food stamp plan administered by the United States Department of Agriculture are presented in table 3.

For the first time since October 1939 total payments for the special types of public assistance

**Table 3.—Food stamp plan: Number of areas included and participants, and value of surplus-food stamps issued in the continental United States, by month, July 1940 and January–July 1941<sup>1</sup>**

Year and month	Number of areas included <sup>2</sup>	Number of participants <sup>3</sup>		Value of surplus-food stamps issued
		Cases	Persons	
July 1940	99	533,077	1,508,600	\$3,514,649
January 1941	246	961,642	2,988,700	7,027,393
February	265	986,303	3,108,600	7,201,683
March	288	1,152,900	3,703,100	8,994,061
April	307	1,226,788	3,830,900	9,547,251
May	346	1,230,000	3,908,900	9,902,603
June	363	1,213,111	3,925,000	9,950,969
July <sup>4</sup>	374	1,184,490	3,813,500	9,997,945

<sup>1</sup> Data do not include persons receiving commodities under direct distribution program of the Surplus Marketing Administration or value of such commodities.

<sup>2</sup> An area represents a city, county, or group of counties.

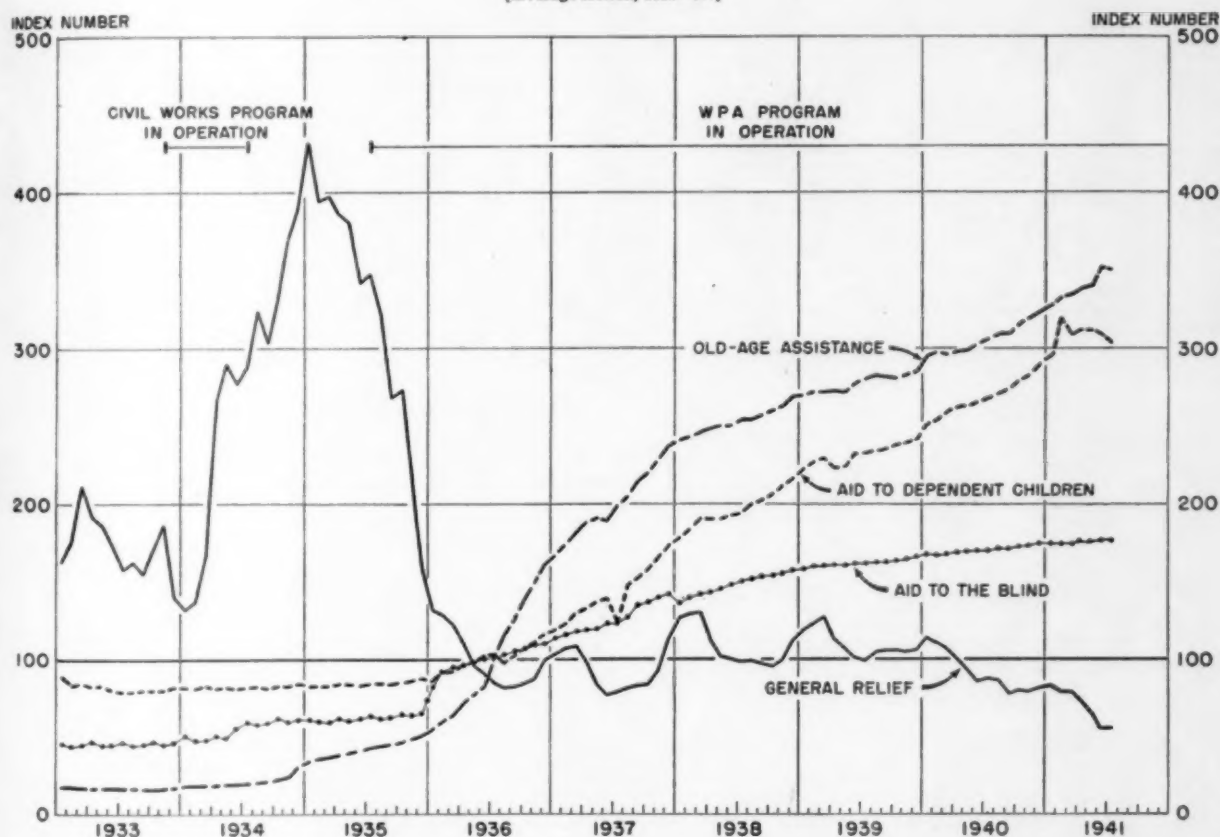
<sup>3</sup> Includes recipients of 3 special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general relief; persons certified as in need of relief and employed on or awaiting assignment to projects financed by the WPA. Includes for 1 area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

<sup>4</sup> Preliminary.

Source: U. S. Department of Agriculture, Surplus Marketing Administration.

**Chart 2.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–July 1941**

[Average month, 1936=100]



decreased.—In July 1941, payments for old-age assistance, aid to dependent children, and aid to the blind in the continental United States, Alaska, and Hawaii totaled \$59.9 million, a decrease of 1.0 percent from the previous month but an increase of 14 percent from July 1940. Old-age assistance payments were 0.8 percent less than in June but 15 percent greater than in July 1940; the largest part of the decrease from June occurred in three States—California, Louisiana, and Missouri (table 5). Payments for aid to dependent children decreased 1.8 percent from June but were 14 percent greater than in July of the previous year (table 6). Aid to the blind declined 0.2 percent from June but increased 4.5 percent over July 1940. Of total payments to recipients, more than 98 per-

cent—\$58.9 million—was expended in States with plans approved by the Social Security Board (table 7). The remaining \$1.0 million represented payments in States administering programs under State laws without Federal participation.

General relief payments were \$12 million below totals for July of the previous year.—Payments for general relief from State and local funds to 875,000 cases amounted to \$19.8 million in July, a decrease in payments of 3.6 percent from June and of 38 percent from July 1940 (table 1). For 42 States reporting comparable data, the total number of cases and the amount of payments in July were 6.3 and 3.6 percent less, respectively, than in June (table 8).

**Table 4.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board in the continental United States, by month, July 1940–July 1941<sup>1</sup>**

Year and month	Number of recipients				Amount of payments to recipients			
	Old-age assistance	Aid to dependent children		Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
		Families	Children					
1940								
July.....	1,986,316	335,131	807,279	47,744	\$51,509,722	\$39,642,423	\$10,749,604	\$1,117,695
August.....	2,001,358	338,506	816,714	48,034	51,950,138	39,943,196	10,890,017	1,126,925
September.....	2,016,261	342,179	825,113	48,233	52,143,882	40,034,084	10,985,638	1,124,160
October.....	2,034,024	345,350	832,302	48,479	53,210,497	40,864,365	11,210,560	1,135,572
November.....	2,051,006	350,929	844,453	48,768	53,857,406	41,306,151	11,406,554	1,144,701
December.....	2,066,410	357,215	861,236	48,948	54,678,404	41,858,109	11,671,091	1,149,204
1941								
January.....	2,074,988	363,183	878,812	49,043	55,655,147	42,522,552	11,981,434	1,151,161
February.....	2,081,507	369,812	894,603	49,179	57,041,579	43,000,824	12,884,833	1,155,922
March.....	2,107,460	374,354	905,747	49,299	57,067,669	43,456,896	12,450,080	1,160,693
April.....	2,127,024	378,405	912,742	49,477	57,593,195	43,878,341	12,550,015	1,164,839
May.....	2,147,816	379,580	914,542	49,631	57,829,445	44,110,349	12,536,069	1,174,027
June.....	2,166,545	378,381	912,833	49,749	59,336,834	45,670,881	12,487,602	1,178,351
July.....	2,180,715	374,946	905,699	49,806	58,737,704	45,314,124	12,254,147	1,169,433

<sup>1</sup> For data for all States with plans approved by the Social Security Board for February 1936–December 1937, see the Bulletin, July 1939, p. 52; for January 1938–June 1940, see the Bulletin, February 1941, p. 74; for July 1940–June 1941, see the Bulletin, August 1941, p. 36. For definitions of terms, see pp. 50–52 of this issue.



Table 5.—Old-age assistance: Recipients and payments to recipients, by State, July 1941<sup>1</sup>

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				June 1941 in—		July 1940 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total for continental United States.....	2,180,715	\$45,314,124	\$20.78	+0.6	-0.9	+9.0	+12.4
Total for 51 States with plans approved by the Social Security Board.....	2,184,129	45,383,777	20.78	+0.6	-0.9	+9.0	+12.4
Alabama.....	20,170	183,507	9.10	+0.4	-0.1	+0.5	-1.6
Alaska.....	4,622	46,091	29.32	( <sup>1</sup> )	+1.0	+7.7	+12.3
Arizona.....	8,910	290,881	32.65	+0.5	+16.2	+8.4	+27.1
Arkansas.....	25,835	198,740	7.66	-0.4	-0.8	+22.1	+27.4
California.....	156,943	5,061,943	36.08	+0.4	-4.2	+9.4	+4.0
Colorado.....	42,600	1,325,409	35.81	+0.1	+6.1	+3.3	+10.2
Connecticut.....	17,614	503,847	28.60	-0.1	+3.4	+3.1	+6.6
Delaware.....	2,484	28,887	11.63	-0.9	-0.7	-6.0	-3.8
District of Columbia.....	3,496	90,203	25.80	+0.1	+0.3	+3.9	+5.8
Florida.....	37,774	495,946	13.13	+0.2	+0.1	+5.8	+14.8
Georgia.....	52,240	437,082	8.37	+1.0	+1.5	+84.2	+92.4
Hawaii.....	1,842	25,662	12.79	+0.0	+1.4	+4.1	+1.1
Idaho.....	9,426	214,541	22.76	+1.2	+1.1	+5.3	+8.6
Illinois.....	147,280	3,442,308	23.37	+0.4	+1.3	+6.4	+18.2
Indiana.....	67,725	1,255,123	18.53	+0.7	+0.8	+2.1	+6.9
Iowa.....	57,050	1,194,292	20.93	+0.1	+0.3	+3.3	+12.1
Kansas.....	29,169	567,448	19.45	+1.0	+1.4	( <sup>1</sup> )	+12.1
Kentucky.....	58,325	520,852	8.93	+0.0	+0.8	+16.8	+18.7
Louisiana.....	35,775	472,701	13.21	-0.9	-2.1	+12.1	+24.3
Maine.....	13,075	273,206	20.90	+4.6	+4.9	-4.3	-3.9
Maryland.....	17,836	319,613	17.92	-0.6	-0.2	-3.1	-1.0
Massachusetts.....	87,047	2,515,680	28.90	( <sup>1</sup> )	-0.1	+2.0	+3.3
Michigan.....	90,382	1,560,798	17.27	+1.8	+2.6	+22.5	+27.5
Minnesota.....	63,230	1,356,674	21.46	+0.2	+0.6	+0.6	+2.7
Mississippi.....	26,788	235,502	8.79	+0.6	+1.0	+22.1	+28.3
Missouri.....	114,211	1,452,045	12.71	+0.4	-28.8	+19.3	-5.0
Montana.....	12,473	255,574	20.49	+0.1	+0.8	+2.4	+16.1
Nebraska.....	29,103	499,169	17.15	+0.3	+0.5	+4.2	+7.9
Nevada.....	2,311	62,339	26.97	-0.3	+1.1	+1.0	+2.8
New Hampshire.....	7,023	153,290	21.83	+0.4	+1.1	+19.6	+24.2
New Jersey.....	31,090	606,086	21.42	-0.2	( <sup>1</sup> )	+0.1	+4.8
New Mexico.....	4,789	81,681	17.06	+0.8	-0.3	+3.6	+19.7
New York.....	121,934	3,027,725	24.83	+0.4	+0.8	+2.3	+7.8
North Carolina.....	38,030	386,708	10.17	+1.3	+1.1	+5.8	+6.6
North Dakota.....	9,369	164,922	17.60	+1.5	+2.6	+7.0	+13.0
Ohio.....	138,369	3,237,093	23.39	+0.4	+0.6	+9.2	+11.7
Oklahoma.....	76,826	1,383,836	18.01	+0.5	+0.5	+5.1	+6.9
Oregon.....	21,248	457,392	21.53	+0.9	+1.4	+12.1	+12.9
Pennsylvania.....	163,256	2,302,167	22.30	-0.3	-0.0	+4.7	+7.8
Rhode Island.....	7,037	144,624	20.55	+0.9	+1.6	+3.2	+8.0
South Carolina.....	17,915	143,709	8.02	+1.3	+2.2	-8.1	-10.8
South Dakota.....	14,967	285,384	19.07	( <sup>1</sup> )	-0.4	+1.1	-2.2
Tennessee.....	40,067	406,921	10.16	-0.2	-0.2	-0.3	+0.4
Texas.....	143,509	2,660,682	18.54	+3.5	+3.7	+21.2	+111.7
Utah.....	14,368	383,841	26.71	+0.6	+0.7	+6.1	+33.7
Vermont.....	5,758	97,476	16.93	-0.3	( <sup>1</sup> )	+6.9	+12.9
Virginia.....	20,183	202,531	10.03	+0.5	+0.7	+10.2	+12.6
Washington <sup>2</sup> .....	58,496	1,905,075	32.57	+1.1	+2.3	+8.2	+16.8
West Virginia.....	19,483	293,582	15.07	+0.1	+0.2	+4.5	+6.8
Wisconsin.....	54,099	1,230,769	22.75	+0.1	-0.5	+2.9	+3.7
Wyoming.....	3,518	84,140	23.92	-0.1	-0.5	+2.9	+3.7

<sup>1</sup> For definitions of terms, see pp. 50-52.<sup>2</sup> Excludes Washington, for which data on both recipients and payments are not comparable.<sup>3</sup> Excludes Kansas and Washington, for which data on both recipients and payments are not comparable.<sup>4</sup> No change.<sup>5</sup> Includes \$129,518 incurred for payments to 3,611 persons 60 but under 65 years.<sup>6</sup> Comparable data not available.<sup>7</sup> Decrease of less than 0.05 percent.<sup>8</sup> Preliminary. Percentage change not computed, because data are incomplete for July 1941.

Table 6.—Aid to dependent children: Recipients and payments to recipients, by State, July 1941<sup>1</sup>

State	Number of recipients		Amount of payments to recipients	Average payment per family	Percentage change from—						Number of recipients per 1,000 estimated population under 16 years 1
	Families	Children			June 1941 in—			July 1940 in—			
					Number of recipients		Amount of payments	Number of recipients		Amount of payments	
					Families	Children		Families	Children		
Total for continental United States.....	387,804	934,913	\$12,570,476	\$32.41							
Total for 44 States with plans approved by the Social Security Board.....	376,141	909,549	12,297,723	32.69	-0.9	-0.8	-1.9	+11.1	+11.3	+13.8	30
Alabama.....	5,832	16,832	80,207	13.75	+5	+1	+2	-9	-2.0	-1.9	17
Alaska.....	60	210	3,800								
Arizona.....	2,459	6,492	80,936	32.91	-5	-1.1	-2	-3.2	-8.6	-1.4	40
Arkansas.....	6,481	16,592	86,904	13.47	-2	+6	-4	+26.0	+25.2	+45.5	25
California.....	15,725	37,591	754,371	47.97	-9	-6	-5	+1.2	-1	+5.9	25
Colorado.....	6,276	15,414	190,108	30.29	-1.4	-1.0	-1.3	+3.6	+5.1	+5.6	30
Connecticut.....	1,855	2,852	55,876								
Delaware.....	601	1,691	20,394	33.93	-3.7	-2.5	-6.3	+19.2	+23.9	+23.8	26
District of Columbia.....	1,004	2,953	37,261	37.11	+2.2	+2.3	+1.8	+6.6	+5.8	+6.3	23
Florida.....	4,134	10,373	92,984	22.49	-2.4	-5.5	-1.6	+13.9	+6.0	+12.2	19
Georgia.....	4,696	11,622	102,849	21.90	-1.1	-1.4	-1.3	+24.0	+19.8	+33.1	11
Hawaii.....	1,195	3,850	43,576	36.47	-1.5	-1.5	-1.4	+3.3	-1.1	+4.1	27
Idaho.....	3,061	7,743	92,940	30.36	+4	+1.0	+1.3	+5.0	+7.8	+10.7	40
Illinois.....	7,480	16,681	175,617								
Indiana.....	16,190	33,527	476,206	29.41	-4.9	-4.5	-3.7	-6.9	-6.3	-3.0	38
Iowa.....	5,455	7,813	67,189								
Kansas.....	6,533	15,451	189,440	29.00	-1.2	-1.2	-1.3	(9)	(9)	+5.4	29
Kentucky.....	1,430	1,370	17,000								
Louisiana.....	15,427	39,475	410,765	26.63	-2.4	-5	-4.2	+16.4	+6.4	+31.0	32
Maine.....	1,601	4,118	63,543	39.69	+3.6	+6.6	+3.9	+3.6	+4.4	+6.4	17
Maryland.....	6,341	17,305	195,424	30.82	-2.9	-2.5	-2.0	-12.2	-11.0	-12.9	37
Massachusetts.....	12,586	30,925	700,694	53.67	-8	-1.0	-1.2	+3.7	+1.6	-6	30
Michigan.....	21,448	50,693	899,820	40.55	-1	-1	+2	+12.8	+8.8	+18.6	36
Minnesota.....	9,317	22,136	317,875	34.12	-9	-7	-1.0	+4.8	+3.8	+4.2	30
Mississippi.....	1,600	4,276	33,416	20.89	+60.2	+57.6	+62.6	(9)	(9)	(9)	6
Missouri.....	14,058	32,485	321,214	22.85	+9	+6	-22.6	+25.1	+20.5	+19.4	34
Montana.....	2,538	6,226	75,512	29.75	-4.0	-2.9	-2.7	+6.8	+8.3	+13.7	37
Nebraska.....	11,500	12,900	159,800	27.50	-9	-7	-9	+5.5	+6.2	+6.6	36
Nevada.....	113	268	2,687								
New Hampshire.....	623	1,534	26,858	43.11	+7.8	+9.0	+1.9	-6.3	-10.0	-9.1	12
New Jersey.....	10,026	22,689	316,367	31.55	-4.4	-4.8	-4.5	-11.0	-10.2	-9.4	34
New Mexico.....	2,006	5,703	52,515	26.18	-2	-1	-6	+3.7	+1.3	+7.4	29
New York.....	32,650	63,899	1,504,691	46.09	-1.7	-2.1	-1.6	-9.3	-9.9	-7.2	21
North Carolina.....	9,837	23,440	165,541	16.83	-2	-6	-6	+4.8	+8	+6.2	19
North Dakota.....	2,472	6,884	77,109	31.19	-1.2	-9	-1.3	+3.5	+3.8	+3.8	34
Ohio.....	11,796	31,628	464,764	39.40	-2	-3	-1	+18.1	+13.1	+20.6	18
Oklahoma.....	19,732	45,274	318,920	16.16	+9	+9	+6.9	+5.0	+4.9	+17.0	62
Oregon.....	2,064	4,872	84,404	40.89	-1	-3	-1	+4.2	+3.7	+7.4	17
Pennsylvania.....	61,989	154,977	2,264,901	36.54	-2.2	-2.1	-3.2	+58.6	+71.4	+61.9	60
Rhode Island.....	1,296	3,667	58,792	45.36	-7	-1.7	-1.0	+4.4	+6.6	+4.5	20
South Carolina.....	3,808	11,183	69,052	18.13	+1.3	+1.7	-1.9	+29.9	+27.7	+43.3	16
South Dakota.....	1,600	3,747	43,844	27.40	+5.1	+5.6	+6.4	(9)	(9)	(9)	20
Tennessee.....	14,300	35,797	266,107	18.61	-3	-3	-2	+9	-3	+2.1	39
Texas.....	85	230	680								
Utah.....	4,031	10,519	169,471	42.04	+2	+3	+7	+16.1	+21.1	+35.2	57
Vermont.....	655	1,792	21,485	32.80	+0.9	+5.8	+7.2	+13.7	+7.6	+13.8	18
Virginia.....	4,505	13,254	90,094	20.00	+3.8	+3.4	+3.7	+35.0	+28.0	+31.7	16
Washington.....	5,288	12,614	193,419	36.58	-4	-3	+5	+6.7	+7.6	+24.4	31
West Virginia.....	9,481	25,247	235,578	24.85	+1.3	+1.0	+1.8	+19.4	+15.5	+28.8	40
Wisconsin.....	12,332	28,089	452,143	36.66	-1.2	-1.0	-1.2	-3	-7	+3	30
Wyoming.....	777	1,980	25,369	32.65	+6	+6	-1	+5.7	+8.3	+7.6	26

<sup>1</sup> For definitions of terms, see pp. 50-52. Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

<sup>2</sup> Population under 16 years of age as of Apr. 1, 1940, estimated from 5-per cent sample by the U. S. Bureau of the Census.

<sup>3</sup> Includes an unknown number of children 16 years and over.

<sup>4</sup> Comparison for 41 States; excludes Mississippi and South Dakota, which did not have approved plans for July 1940, and Kansas, for which data on both recipients and payments are not comparable.

<sup>5</sup> Estimated.

<sup>6</sup> Includes aid to dependent children administered under State law without Federal participation. Includes 849 children 16 years and over. Rate per 1,000 excludes these children.

<sup>7</sup> Includes 1,588 children 16 years and over. Rate per 1,000 excludes these children.

<sup>8</sup> Comparable data not available.

<sup>9</sup> No approved plan for July 1940.

<sup>10</sup> Includes 564 children 16 years and over. Rate per 1,000 excludes these children.

<sup>11</sup> In addition, in 70 counties payments amounting to \$13,089 were made from local funds without Federal participation to 735 families in behalf of 1,694 children under the State mothers'-pension law; some of these families also received aid under State plan approved by the Social Security Board.

<sup>12</sup> Includes 653 children 16 years and over. Rate per 1,000 excludes these children.

<sup>13</sup> Includes 286 children 16 years and over. Rate per 1,000 excludes these children.

<sup>14</sup> Includes aid to dependent children administered under State law without Federal participation.

<sup>15</sup> Includes approximately 2,870 children 16 years and over. Rate per 1,000 excludes these children.

Table 7.—Aid to the blind: Recipients and payments to recipients, by State, July 1941<sup>1</sup>

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—				Number of recipients per 100,000 population <sup>2</sup>
				June 1941 in—		July 1940 in—		
				Number of recipients	Amount of payments	Number of recipients	Amount of payments	
Total for continental United States.	74,097	\$1,892,281	\$25.53					
Total for 43 States with plans approved by the Social Security Board	49,879	1,170,527	23.47	+0.1	-0.8	<sup>3</sup> +4.2	<sup>3</sup> +5.0	49
Alabama.....	620	5,583	9.00	+1.8	+1.1	+3.3	+5.4	22
Arizona.....	401	12,034	30.01	-7	+8.7	+10.8	+25.2	80
Arkansas.....	1,152	10,399	9.03	+9	+2	+27.3	+37.8	89
California.....	7,268	337,408	46.42	-3	-3.8	+9	-2.4	105
Colorado.....	607	19,310	31.81	( <sup>4</sup> )	+9	-3.2	+12.4	54
Connecticut.....	<sup>5</sup> 208	<sup>5</sup> 5,763	27.71	-10.7	-14.8	-6.7	-1.0	<sup>6</sup> 12
District of Columbia.....	232	7,096	30.59	-9	-7	+7.9	+28.1	35
Florida.....	<sup>7</sup> 2,571	<sup>7</sup> 35,881	13.96	+1.4	+1.6	+7.2	+17.1	<sup>8</sup> 136
Georgia.....	1,600	17,474	10.92	+1.5	+2.3	+43.6	+55.1	51
Hawaii.....	73	1,094	14.99	( <sup>9</sup> )	( <sup>9</sup> )	( <sup>9</sup> )	( <sup>9</sup> )	17
Idaho.....	283	6,309	22.51	+1.8	+1.9	+2.2	+4.8	64
Illinois.....	7,354	221,967						
Indiana.....	2,358	49,201	20.87	-5	-3	-2.7	-6	69
Iowa.....	1,537	37,026	24.09	+7	+8	+5.0	+6.9	61
Kansas.....	1,382	28,786	20.83	-1.4	-4	( <sup>7</sup> )	+14.8	77
Louisiana.....	1,248	21,136	16.94	-1.0	-2.6	+16.7	+32.3	53
Maine.....	1,074	24,362	22.68	+3	+1	-11.1	-11.4	127
Maryland.....	662	14,319	21.63	-1.3	-1.1	-2.4	-1	36
Massachusetts.....	1,175	27,957	23.79	( <sup>1</sup> )	+3	-1.5	+4	27
Michigan.....	1,251	29,999	23.98	+6	+8	+38.2	+53.9	24
Minnesota.....	986	26,529	26.91	+1.1	+1.3	+5.7	+5.7	35
Mississippi.....	1,083	9,447	8.72	+1.1	+1.8	+34.7	+47.3	50
Missouri.....	<sup>8</sup> 5,800	<sup>8</sup> 86,500						
Montana.....	275	6,193	22.52	+5.8	+7.5	+32.9	+42.8	40
Nebraska.....	<sup>9</sup> 724	<sup>9</sup> 15,167	20.95	+8	+9	+4.3	+9.7	<sup>10</sup> 55
Nevada.....	22	778						
New Hampshire.....	329	7,592	23.08	-3	+4	+4.1	+5.0	67
New Jersey.....	738	17,603	23.85	-1	+4	+2.8	+4.9	18
New Mexico.....	219	4,014	18.33	+5	-1.3	-8.4	-5.0	41
New York.....	2,840	73,982	26.05	-2	+1.1	+1	+7.2	21
North Carolina.....	1,995	29,779	14.93	+4.4	+4.1	+5.0	+4.3	56
North Dakota.....	135	2,865	21.22	-38.4	-32.4	-31.1	-31.9	21
Ohio.....	3,986	79,874	20.04	-3	-7	+7	+3.4	58
Oklahoma.....	2,157	36,578	16.96	+2	+3.5	-3.1	+6.3	92
Oregon.....	466	11,732	25.18	+2	+1.2	+4.5	+4.1	43
Pennsylvania.....	13,714	415,773						
Rhode Island.....	83	1,659	19.99	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	12
South Carolina.....	803	8,095	10.08	+2	-1.6	+4	-6.9	42
South Dakota.....	282	4,696	16.65	+4	-8	+17.0	+10.8	44
Tennessee.....	1,641	18,412	11.22	-2	( <sup>1</sup> )	+2.1	+3.5	56
Utah.....	180	4,788	26.60	-1.6	-4	-8.2	-4.4	33
Vermont.....	158	3,442	21.78	( <sup>1</sup> )	-4	+3.3	+4.5	44
Virginia.....	1,045	13,129	12.50	+2.0	+1.6	+1.4	+1.3	39
Washington.....	1,057	36,854	34.87	+1.5	+3.1	+1.7	+16.1	61
West Virginia.....	873	16,374	18.76	+1.3	+2.5	+7.2	+14.1	46
Wisconsin.....	1,978	46,683	23.60	-3	-4	-1.8	-1	63
Wyoming.....	144	3,843	26.60	-4.0	-4.9	-2.7	-5.4	57

<sup>1</sup> For definitions of terms, see pp. 50-52. Figures in italics represent programs administered under State laws from State and local funds without Federal participation. Delaware, Texas, and Alaska do not have programs for aid to the blind, and information on status of program in Kentucky is not available.

<sup>2</sup> Total population as of Apr. 1, 1940, from the U. S. Bureau of the Census.

<sup>3</sup> Comparison for 42 States; excludes Kansas, for which data on both recipients and payments are not comparable.

<sup>4</sup> No change.

<sup>5</sup> Includes aid to the blind administered under State law without Federal participation.

<sup>6</sup> Figures too small for comparison.

<sup>7</sup> Comparable data not available.

<sup>8</sup> Estimated.

<sup>9</sup> Decrease of less than 0.05 percent.



Table 8.—General relief: Cases and payments to cases in the continental United States, by State, July 1941<sup>1</sup>

State	Number of cases receiving relief	Amount of payments to cases	Average payment per case	Percentage change from—		
				June 1941 in —		July 1940 in amount of payments
				Number of cases	Amount of payments	
Total for continental United States <sup>2</sup> .....	875,000	\$19,842,000				
Total for 42 States <sup>3</sup> .....	802,674	18,816,742	\$23.44	-6.3	-3.6	<sup>4</sup> -34.3
Alabama.....	2,390	21,236	8.89	+1.1	-6	-8.2
Arizona.....	2,845	48,508	17.05	+1.6	+4.7	-2.9
Arkansas.....	3,363	15,298	4.55	-2.9	-3.9	-38.5
California <sup>5</sup> .....	45,605	1,097,629	24.07	-26.6	-24.5	-65.8
Colorado <sup>6</sup> .....	8,561	127,163	14.85	-14.5	-10.5	-29.8
Connecticut.....	7,273	190,105	26.14	-15.1	-12.8	-25.1
Delaware.....	816	15,483	18.97	-14.2	-17.6	-31.1
District of Columbia.....	2,075	50,287	24.23	( <sup>7</sup> )	-1.4	+15.0
Florida.....	8,528	60,290	7.07	+2.2	+7	-11.5
Georgia.....	5,957	39,137	6.57	+1.3	+2.1	-8.9
Idaho.....	1,370	18,806	13.73	-2.8	-3.4	-41.5
Illinois.....	108,872	2,359,749	21.67	-4.4	-3.8	-33.9
Indiana <sup>8</sup> .....	23,294	327,718	14.07	-8	+1.3	-43.8
Iowa.....	18,102	265,795	14.68	-3.5	-3.0	-29.1
Kansas.....	11,222	169,373	15.09	-7.9	-8.4	-26.7
Kentucky.....	<sup>9</sup> 5,200	<sup>9</sup> 44,000				
Louisiana.....	12,262	197,115	16.08	-3.3	-4.0	+28.4
Maine.....	6,380	129,858	20.35	-7.5	-11.7	-29.5
Maryland.....	7,099	145,313	20.47	-1.9	-7	-18.0
Massachusetts.....	37,266	909,284	24.40	+1.5	+4.7	( <sup>10</sup> )
Michigan.....	30,226	650,938	21.54	-7.9	+8	-41.3
Minnesota.....	21,465	444,098	20.69	-7.9	-6.9	-35.1
Mississippi.....	737	2,465	3.34	-1.1	-12.2	-28.5
Missouri.....	18,159	226,827	12.49	-8.7	-14.3	-13.5
Montana.....	2,895	42,390	14.64	-3.6	-5.4	-25.0
Nebraska.....	5,233	54,885	10.49	-9.2	-9.4	-44.2
Nevada.....	427	6,689	15.67	+2	-10.1	-4.3
New Hampshire.....	4,156	93,122	22.41	-8.5	-3.0	( <sup>11</sup> )
New Jersey <sup>8</sup> .....	25,264	552,713	21.88	-4.8	-5.0	-40.2
New Mexico <sup>12</sup> .....	1,733	11,971	6.91	-1.5	-3.6	+4.4
New York.....	<sup>11</sup> 195,256	7,192,136	36.83	-2.3	-7	-12.2
North Carolina.....	4,180	29,375	7.03	-5.7	+2.7	( <sup>13</sup> )
North Dakota.....	2,199	30,147	13.71	-14.0	-7.4	-38.0
Ohio.....	44,514	746,268	16.76	-7.2	-4.6	-46.2
Oklahoma.....	<sup>12</sup> 9,326	24,430	( <sup>13</sup> )	( <sup>13</sup> )	-51.2	-60.3
Oregon.....	6,055	103,496	17.09	-8.0	-4.4	-17.7
Pennsylvania.....	115,140	2,384,407	20.71	-6.4	+3	-52.0
Rhode Island <sup>13</sup> .....	3,292	116,918	35.52	+2.2	+19.2	-54.6
South Carolina.....	2,300	18,908	8.22	+1.7	+1.9	-6.0
South Dakota.....	2,917	39,074	13.40	-6.7	-10.6	-16.8
Tennessee.....	<sup>14</sup> 2,700	<sup>14</sup> 15,000				
Texas.....	9,163	81,928	8.94	-3.6	-1.1	-24.0
Utah.....	4,808	129,750	26.99	-1.0	-9	+19.5
Vermont.....	1,437	25,088	17.46	-10.1	-7.5	-27.9
Virginia.....	5,217	50,926	9.76	-2.5	-4.5	-10.1
Washington.....	8,580	136,175	15.87	-10.7	-10.1	-10.7
West Virginia.....	11,815	111,716	9.46	-6.0	-5.8	+18.4
Wisconsin.....	21,839	457,895	20.97	-9.4	-3.1	-46.2
Wyoming.....	798	12,822	16.07	-8.3	-7.2	-22.8

<sup>1</sup> For definitions of terms, see pp. 50-52.<sup>2</sup> Partly estimated. Does not represent sum of State figures because totals are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.<sup>3</sup> Excludes Kentucky and Tennessee, for which figures are estimated; Colorado, Indiana, New Jersey, and Rhode Island, for which data include medical care, hospitalization, and/or burial; and Oklahoma (see footnote 12).<sup>4</sup> Comparison for 39 States. In addition to States mentioned in footnote 3, Massachusetts, New Hampshire, and North Carolina are also excluded because comparable data are not available.<sup>5</sup> County indigent aid; includes some cases previously aided by the State relief administration, which discontinued operation June 30, 1941.<sup>6</sup> Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.<sup>7</sup> No change.<sup>8</sup> Estimated.<sup>9</sup> Comparable data not available.<sup>10</sup> State program only; excludes program administered by local officials.<sup>11</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.<sup>12</sup> Represents 4,561 cases aided under program administered by State board of public welfare, and 4,765 cases aided by county commissioners, amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.<sup>13</sup> State unemployment relief program only. Includes unknown number of cases receiving medical care and/or hospitalization only, and total payments for these services. It is estimated that, in addition, 2,200 cases received \$37,000 from local officials.

# Statistics by States, June 1941

Total expenditures less than in May in 44 States.—In June, total payments to recipients of public assistance and earnings under the several Federal work programs were less than in May in

all but 5 States (table 9). Decreases occurred in earnings of persons employed on WPA projects in 46 States. Obligations incurred for general relief were less in 44 States, and earnings of CCC en-

Table 9.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, June 1941<sup>1</sup>

[In thousands]

State	Total	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects
		Special types of public assistance			General relief	Subsistence payments certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
Total	\$187,895	\$45,671	\$12,805	\$1,896	\$20,585	\$1,532	\$12,002	\$2,592	\$7,992	\$80,746	\$1,173	\$110,103
Alabama	3,287	184	80	6	21	656	542	31	221	1,535	12	2,191
Arizona	1,209	250	81	11	46	26	306	13	33	438	3	256
Arkansas	2,406	200	87	10	16	17	622	9	115	1,329	231	231
California	13,687	5,909	758	351	1,453	85	315	187	318	4,284	26	10,349
Colorado	3,239	1,438	193	19	142	29	136	24	70	1,149	38	688
Connecticut	1,379	487	58	7	218	(*)	26	20	71	479	13	1,772
Delaware	228	29	22	7	19	(*)	10	2	16	129	274	274
District of Columbia	988	90	37	7	51	29	29	18	29	676	62	2,194
Florida	2,622	495	95	35	60	7	221	25	111	1,547	27	1,738
Georgia	2,907	431	104	17	38	69	443	71	232	1,491	11	1,329
Idaho	820	212	92	6	19	14	44	14	33	382	3	132
Illinois	13,277	3,397	773	223	2,454	14	447	225	511	5,649	184	5,574
Indiana	4,437	1,245	495	49	324	4	176	53	227	1,858	6	8,839
Iowa	2,872	1,190	67	37	274	4	108	43	130	1,018	226	226
Kansas	2,337	560	192	29	179	14	131	25	114	1,092	2	582
Kentucky	2,683	517	17	22	44	32	501	24	159	1,390	1,187	1,187
Louisiana	3,364	483	429	22	205	25	384	43	181	1,493	3,389	3,389
Maine	992	261	61	24	147	6	56	20	94	321	2	978
Maryland	1,443	320	199	14	146	3	61	21	122	548	7	3,244
Massachusetts	8,783	2,518	709	28	869	(*)	171	69	243	4,162	14	5,900
Michigan	6,730	1,521	868	30	646	20	286	136	265	2,066	2	941
Minnesota	4,857	1,349	321	26	477	49	295	61	175	2,103	(*)	429
Mississippi	2,155	233	21	9	3	10	458	30	144	1,245	1	1,669
Missouri	6,583	2,040	415	86	265	32	496	57	275	2,907	10	3,511
Montana	1,164	254	78	6	45	30	100	16	33	598	5	290
Nebraska	2,206	497	161	15	61	23	125	36	90	1,152	46	395
Nevada	183	62	3	7	7	(*)	18	1	7	83	(*)	276
New Hampshire	626	152	26	8	96	2	17	7	17	299	2	1,237
New Jersey	4,720	666	331	18	582	3	155	67	248	2,646	3	5,997
New Mexico	1,089	82	53	4	12	10	215	14	32	619	47	516
New York	20,763	3,003	1,529	73	7,241	7	528	306	780	7,144	153	4,598
North Carolina	2,743	382	167	29	29	23	415	43	207	1,446	3	1,423
North Dakota	1,031	161	78	4	33	9	153	25	43	526	(*)	104
Ohio	10,227	3,217	465	80	782	14	397	140	492	4,548	91	3,835
Oklahoma	4,061	1,377	298	35	50	43	597	60	164	1,433	3	414
Oregon	1,457	451	84	12	108	9	63	23	62	640	4	1,100
Pennsylvania	14,671	2,323	2,339	407	2,378	12	780	158	468	5,790	14	6,275
Rhode Island	756	142	59	2	98	(*)	17	14	38	381	4	3,243
South Carolina	2,661	141	70	8	19	41	237	35	120	1,661	329	2,151
South Dakota	1,221	287	41	5	44	21	173	29	52	570	(*)	164
Tennessee	2,825	408	267	18	15	7	514	11	186	1,396	4	3,365
Texas	7,678	2,565	7	5	83	93	986	129	429	3,378	14	3,883
Utah	1,345	381	168	5	131	8	37	22	28	538	26	319
Vermont	353	98	20	3	27	1	11	7	17	169	53	53
Virginia	1,752	201	87	13	53	8	356	64	190	789	1	7,302
Washington	3,826	1,864	192	36	151	10	112	49	120	1,290	3	4,268
West Virginia	2,559	287	231	16	119	5	342	41	127	1,389	2	969
Wisconsin	4,642	1,228	457	47	472	32	264	76	136	1,929	1	369
Wyoming	325	85	25	4	14	6	25	6	17	139	4	213

<sup>1</sup> See footnotes to table 1. Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

<sup>2</sup> Partly estimated; does not represent total of State figures, because total payments for medical care, hospitalization, and burial are excluded.

<sup>3</sup> Includes estimate of \$733,000 expended by State relief administration.

<sup>4</sup> Includes total payments for medical care, hospitalization, and/or burial.

<sup>5</sup> Estimated.

<sup>6</sup> Less than \$500.

<sup>7</sup> State program only; excludes program administered by local officials.

<sup>8</sup> State unemployment relief program only; includes total payments for medical care and hospitalization. It is estimated that, in addition, \$40,000 was expended by local officials.

rollees declined in 42 States. Subsistence payments by the FSA decreased in 28 States, and earnings of employees on other Federal agency projects financed from emergency funds were less in 29 States. Earnings under the student work program of the NYA in 47 States decreased, and

under the out-of-school work program in 30 States.

Increases in obligations incurred for payments to recipients of old-age assistance were reported by 38 States and to recipients of aid to the blind, by 29 States. Payments for aid to dependent children, however, decreased in 27 States.

**Table 10.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, June 1941<sup>1</sup>**

State	Recipients of assistance						Persons employed under Federal work programs						Persons employed on regular Federal construction projects
	Special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	National Youth Administration			Other Federal agency projects financed from emergency funds			
	Old-age assistance	Aid to dependent children		Aid to the blind			Civilian Conservation Corps	Student work program	Out-of-school work program		Work Projects Administration		
		Families	Children										
Total	2,166,545	391,181	941,902	74,039	1,934,000	37,606	194,742	356,303	383,935	1,375,836	9,347	718,303	
Alabama	20,086	5,801	16,815	615	2,387	7,471	8,175	3,529	11,758	32,037	86	16,306	
Arizona	8,863	2,471	6,563	404	2,799	1,338	4,626	1,842	1,778	5,608	34	2,005	
Arkansas	26,046	6,462	16,486	1,142	3,463	692	9,392	1,377	7,996	29,757	2,789	63,231	
California	156,329	15,864	37,815	7,290	162,140	5,008	4,761	19,137	12,370	56,867	165	4,865	
Colorado	42,551	6,362	15,572	607	10,013	780	2,057	3,240	3,083	16,939	210	11,339	
Connecticut	17,636	1,290	2,650	233	8,571	1	392	2,776	3,008	6,921	136	2,864	
Delaware	2,507	624	1,735	—	951	10	151	454	881	1,959	—	12,261	
District of Columbia	3,494	982	2,888	234	2,075	—	431	1,582	1,542	7,909	401	13,684	
Florida	37,688	4,235	10,974	2,536	8,343	159	3,330	3,451	6,638	25,372	257	13,048	
Georgia	51,742	4,749	11,788	1,576	5,850	1,241	6,684	11,987	12,021	30,061	140	13,948	
Idaho	9,318	3,048	7,666	278	1,410	445	670	1,650	1,345	6,444	30	1,232	
Illinois	146,636	7,409	16,829	7,410	113,900	653	6,754	25,762	24,104	93,519	1,463	25,376	
Indiana	67,236	17,032	35,108	2,369	23,484	178	2,651	7,872	10,886	34,067	62	41,392	
Iowa	56,983	5,485	7,751	1,527	18,759	146	1,631	5,793	6,720	18,830	—	2,586	
Kansas	28,885	6,610	15,634	1,402	12,186	497	1,978	5,179	5,770	20,280	14	5,301	
Kentucky	57,806	1,480	1,350	—	5,000	401	7,563	2,702	7,421	29,148	—	10,044	
Louisiana	36,099	15,812	39,658	1,260	12,677	1,106	5,795	6,162	10,207	28,776	—	21,355	
Maine	12,502	1,543	3,864	1,071	6,898	204	849	2,355	3,228	4,602	13	8,218	
Maryland	17,942	6,531	17,740	1,171	7,240	158	924	3,382	6,495	8,172	80	20,059	
Massachusetts	87,067	12,684	31,234	1,175	36,732	8	2,582	10,389	11,182	57,142	126	29,355	
Michigan	88,768	21,459	50,708	1,244	32,829	413	4,313	17,659	11,278	48,838	24	6,523	
Minnesota	63,081	9,398	22,284	975	23,303	1,075	4,447	9,084	8,254	36,941	2	4,451	
Mississippi	26,621	969	2,713	1,071	745	370	6,919	4,261	7,685	28,483	19	15,966	
Missouri	113,787	18,937	32,297	5,807	19,879	1,384	7,493	8,088	14,874	51,871	111	22,967	
Montana	12,464	2,643	6,411	260	3,004	835	1,511	2,601	1,602	8,415	82	2,251	
Nebraska	29,024	5,852	13,077	718	5,763	1,239	1,883	5,369	4,385	20,176	451	3,579	
Nevada	2,317	119	267	17	426	8	278	215	380	1,231	1	2,014	
New Hampshire	6,994	578	1,407	330	4,543	63	259	860	832	4,820	13	7,246	
New Jersey	31,174	10,486	23,833	739	26,539	85	2,337	9,834	11,201	42,471	46	38,016	
New Mexico	4,750	2,011	5,710	218	1,759	221	3,241	2,022	1,583	10,066	392	4,708	
New York	121,496	33,203	65,242	2,845	199,949	218	7,065	42,701	30,754	101,919	882	30,901	
North Carolina	37,549	9,858	23,585	1,911	4,435	455	6,261	5,596	10,709	30,302	86	11,308	
North Dakota	9,234	2,502	6,946	219	2,556	368	2,307	4,334	2,501	9,918	2	1,202	
Ohio	137,871	11,820	31,730	3,998	47,980	482	5,987	19,399	23,440	80,670	563	25,816	
Oklahoma	76,469	19,562	44,879	2,153	11,514	1,594	9,016	8,018	7,831	32,109	33	4,227	
Oregon	21,059	2,667	4,887	465	6,581	564	958	2,984	3,143	9,096	53	7,859	
Pennsylvania	103,567	63,360	158,348	15,656	123,071	456	11,775	24,239	21,295	93,018	185	40,026	
Rhode Island	6,976	1,305	3,730	84	3,220	4	258	1,765	1,781	6,038	45	20,147	
South Carolina	17,683	3,760	10,992	801	2,261	692	3,579	5,652	6,442	25,801	2,626	15,965	
South Dakota	14,908	1,522	3,518	281	3,126	1,097	2,609	5,129	2,657	9,764	1	1,727	
Tennessee	40,154	14,343	35,921	1,645	2,600	122	7,762	1,580	11,760	29,449	50	23,886	
Texas	138,677	56	1,590	—	9,503	3,444	14,886	18,883	22,378	73,850	170	30,698	
Utah	14,284	4,024	10,483	183	4,855	229	556	2,238	1,403	8,425	230	2,511	
Vermont	5,775	613	1,663	158	1,599	34	161	1,038	780	2,662	—	465	
Virginia	20,080	4,342	12,813	1,025	5,352	135	8,377	8,399	8,607	17,378	6	46,822	
Washington	57,488	5,309	12,653	1,041	9,605	402	1,684	6,029	5,476	16,366	38	25,121	
West Virginia	19,278	9,360	24,992	862	12,572	69	8,165	6,047	5,870	26,850	31	5,965	
Wisconsin	54,018	12,484	28,383	1,983	24,106	769	3,987	10,847	5,694	30,297	21	3,744	
Wyoming	3,523	772	1,908	150	870	263	372	811	901	2,242	27	1,870	

<sup>1</sup> See footnotes to table 2. Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

<sup>2</sup> Partly estimated; does not represent total of State figures, because data are estimated to exclude all cases receiving medical care, hospitalization, and/or burial only.

<sup>3</sup> Includes estimate of 28,800 cases receiving aid from State relief administration.

<sup>4</sup> Includes unknown number of cases receiving medical care, hospitalization, and/or burial only.

<sup>5</sup> Estimated.

<sup>6</sup> State program only; excludes program administered by local officials.

<sup>7</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>8</sup> Represents 4,803 cases aided under program administered by State board of public welfare, and 6,711 cases aided by county commissioners; amount of duplication believed to be large.

<sup>9</sup> State unemployment relief program only; includes unknown number of cases receiving medical care and/or hospitalization only. It is estimated that, in addition, 2,400 cases were aided by local officials.



## Statistics for Urban Areas, June 1941

Total expenditures continued to decrease in June and were considerably less than a year ago.—In June 1941, total expenditures for public and private aid in 116 urban areas in the United States amounted to \$73.5 million, a decrease of 3.7 percent from the May total and of 14 percent from expenditures for June 1940 (tables 11 and 12). Of the total amount expended, \$33.3 million or 45 percent represented earnings of persons employed on projects operated by the WPA; \$23.8 million or 32 percent, payments to recipients of the special types of public assistance; and \$15.6 million or 21 percent, general relief from public funds. Private assistance amounted to \$756,000, or 1.0 percent of total payments.

The largest percentage decrease from May—10.0 percent—occurred in payments for general relief from public funds. Earnings on projects

**Table 11.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration in 116 urban areas, June 1941**

[Corrected to Aug. 20, 1941]

Type of funds	Amount <sup>1</sup>	Percentage change from—		Percentage distribution		
		May 1941	June 1940	June 1941	May 1941	June 1940
Total.....	\$73,452,113	-3.7	-14.1	100.0	100.0	100.0
Public.....	72,696,134	-3.7	-14.2	99.0	99.0	99.1
Special types of public assistance <sup>2</sup>	23,796,991	+1.5	+15.1	32.4	30.7	24.2
Old-age assistance..	16,883,061	+2.3	+14.9	23.0	21.6	17.2
Aid to dependent children <sup>3</sup>	6,114,109	-.5	+17.4	8.3	8.1	6.1
Aid to the blind <sup>4</sup>	799,821	-.1	+4.2	1.1	1.0	.9
General relief <sup>5</sup>	15,630,209	-10.0	-29.8	21.3	22.8	26.1
WPA earnings <sup>6</sup>	33,268,934	-4.0	-20.3	45.3	45.5	48.8
Private <sup>7</sup>	755,979	-5.6	-5.9	1.0	1.0	.9

<sup>1</sup> Excludes cost of administration, of materials, equipment, and other items incident to operation of work programs, and of transient care. Data for assistance programs include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

<sup>2</sup> Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>3</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>4</sup> Includes \$4,497 administered by private agencies.

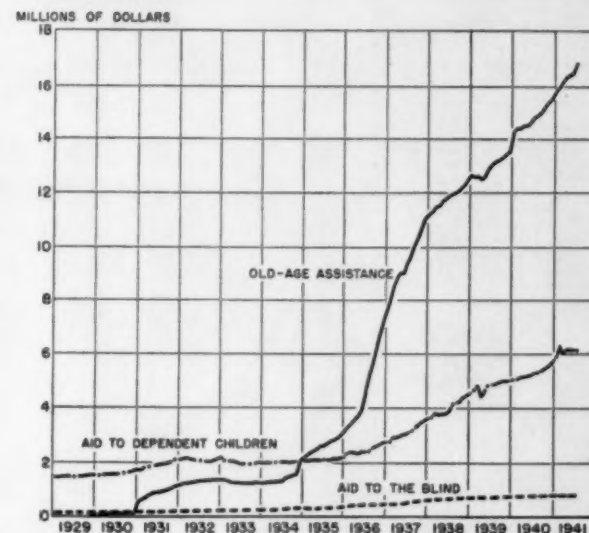
<sup>5</sup> Data from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Data are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>6</sup> Includes direct and work relief and aid to veterans.

<sup>7</sup> Includes \$822 administered by public agencies. Includes estimate of \$123,896 of which \$114,050 represents expenditures of agencies for which monthly reports are not available.

<sup>8</sup> Based on data from agencies reporting monthly.

**Chart 3.—Payments to recipients of the special types of public assistance in 116 urban areas, January 1929-June 1941**



operated by the WPA decreased 4.0 percent. Payments for aid to dependent children declined 0.5 percent and for aid to the blind, 0.1 percent. The comparatively small amount expended for assistance from private funds was 5.6 percent less than in the previous month. Payments for old-age assistance increased 2.3 percent from May.

The largest decrease from the previous June—30 percent—was also in obligations incurred for general relief from public funds. A decrease of 20 percent occurred in earnings on projects operated by the WPA. Assistance payments from private funds also were less than in the previous year. Total payments for the special types of public assistance, on the other hand, were 15 percent larger than in June 1940. Monthly assistance payments for old-age assistance increased 15 percent; for aid to dependent children, 17 percent; and for aid to the blind, 4.2 percent.

The change from May in aggregate expenditures for all areas combined reflects decreases in 85 and increases in 31 of the 116 urban areas. In 35 areas, decreases were 10 percent or more. Increases of 10 percent or more were reported for 12 areas.

**Table 12.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban area, June 1941**

[Corrected to Aug. 30, 1941]

State and urban area	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind <sup>2</sup>	General relief <sup>3</sup>	WPA earnings <sup>4</sup>		May 1941	June 1940
Alabama:											
Birmingham	County	\$326,524	\$326,148	\$22,642	\$21,955	\$863	\$6,917	\$273,771	\$376	-15.9	-19.5
Mobile	do	126,142	125,933	7,406	2,259	129	1,057	115,082	209	-8.9	+51.4
California:											
Los Angeles	do	4,925,307	4,901,295	2,432,028	266,865	164,772	* 632,377	1,405,253	24,012	-3.7	-13.7
Oakland	do	880,703	877,827	333,232	46,234	24,912	* 84,537	388,912	2,876	-5.8	-24.6
Sacramento	do	289,234	287,524	144,707	22,374	7,570	* 13,415	99,458	1,710	-16.2	+1.6
San Diego	do	533,895	532,137	306,683	29,976	13,435	* 44,083	137,960	1,758	-9.2	-18.3
San Francisco	do	1,390,398	1,371,160	443,180	56,920	26,414	* 161,516	683,130	19,238	+5.1	-9.6
Colorado: Denver	do	781,453	779,076	393,615	62,381	5,478	57,179	260,423	2,377	-15.9	+4.7
Connecticut:											
Bridgeport	City	96,747	94,796	37,141	* 6,297	945	* 20,874	29,539	1,951	-7.1	-43.5
Hartford	do	190,260	180,681	57,567	* 6,475	1,147	* 69,810	45,682	9,579	-6.4	-23.6
New Britain	do	31,276	31,072	13,079	* 2,273	85	* 3,450	12,185	204	-18.5	-52.4
New Haven	do	144,667	142,008	57,390	* 7,059	1,082	* 30,630	45,851	2,659	-11.5	-38.3
Delaware: Wilmington	County	151,228	150,043	18,456	13,033		17,232	101,316	* 1,185	-4.3	-11.3
Dist. of Col.: Washington	City	768,575	755,170	90,851	36,611	7,149	51,491	569,068	13,405	-4.8	+2.3
Florida:											
Jacksonville	County	397,078	396,109	48,620	9,606	3,153	6,137	328,593	969	+12.5	+59.0
Miami	do	135,738	126,005	40,579	11,720	2,801	7,383	64,212	9,043	-12.2	+14.7
Georgia: Atlanta	do	472,253	465,169	52,790	22,905	3,115	21,733	364,626	7,084	-14.9	+9.9
Illinois:											
Chicago	do	6,086,038	6,011,226	1,355,819	82,975	66,164	1,801,803	2,704,465	74,812	-7.7	-19.0
Springfield	do	232,270	230,507	62,401	2,855	2,162	41,421	121,668	1,763	-1.3	-15.6
Indiana:											
Evansville	do	223,438	222,934	44,351	23,538	1,742	32,959	120,344	504	-6.2	-7.3
Fort Wayne	do	141,046	139,650	46,960	20,171	1,441	13,139	57,939	1,396	-24.2	-34.2
Indianapolis	do	565,039	559,437	144,412	71,842	7,223	30,138	305,822	* 5,602	-3.9	-16.1
South Bend	do	152,348	151,948	41,747	19,558	1,002	16,255	73,386	400	-22.7	-33.6
Terre Haute	do	236,611	235,508	61,642	25,281	2,275	13,296	133,014	1,103	-1.0	-17.1
Iowa:											
Des Moines	do	420,682	419,928	100,119	3,664	5,596	50,310	260,239	* 754	-3.4	+1.9
Sioux City	do	159,085	158,638	49,735	3,941	1,938	48,366	54,658	447	-19.6	-11.6
Kansas:											
Kansas City	do	223,628	223,439	38,054	16,589	2,468	19,582	146,746	189	-7.7	-2.3
Topeka	do	144,085	143,196	19,791	7,366	1,355	8,831	105,853	889	+17.3	+28.5
Wichita	do	216,463	215,904	44,556	20,903	2,081	49,930	98,434	559	-3.8	+1.6
Kentucky: Louisville	do	228,263	223,565	43,491	16,204		25,185	138,685	4,698	-10.9	+3.0
Louisiana:											
New Orleans	Parish	1,026,277	1,016,229	90,424	135,256	7,535	59,899	723,115	* 10,048	+4.7	+13.2
Shreveport	do	74,405	74,283	25,844	22,807	944	13,004	11,684	122	-9.5	+30.1
Maine: Portland	City	94,048	93,285	14,791	4,469	1,110	12,553	60,362	763	+1.8	-2.3
Maryland: Baltimore	do	542,876	529,627	158,810	109,667	9,257	120,686	131,207	13,249	-5.2	-30.8
Massachusetts:											
Boston	do	2,402,233	2,331,544	465,727	253,413	8,388	287,468	1,316,548	70,689	+11.3	-3.8
Brockton	do	158,436	156,046	65,033	7,919	307	20,667	62,120	2,390	+1.0	-11.7
Cambridge	do	206,773	204,077	52,120	24,678	894	56,927	69,458	2,696	-1.3	-18.1
Fall River	do	214,160	214,032	59,039	11,972	914	46,584	95,523	128	-2.6	-16.3
Lawrence	do	167,894	167,216	47,063	5,654	559	25,796	88,144	678	+17.9	+3.9
Lowell	do	269,839	268,178	72,222	16,564	964	35,654	142,774	1,661	+19.5	-2.2
Lynn	do	232,531	230,036	75,760	11,112	897	43,126	99,141	* 2,495	+1.6	-3.9
Malden	do	95,134	95,110	35,280	7,384	421	23,196	28,829	24	-8.0	-18.8
New Bedford	do	207,273	206,252	81,334	12,503	1,205	28,071	83,139	1,021	-3.1	-20.8
Newton	do	64,011	62,458	21,848	9,963	152	10,969	19,466	1,553	-2.7	-12.1
Springfield	do	261,401	259,640	89,384	22,034	997	* 48,598	98,627	* 1,761	-15.3	-16.3
Worcester	do	301,050	297,420	105,132	29,126	692	66,031	96,439	3,630	-2.3	-23.1
Michigan:											
Detroit	County	2,465,115	2,450,117	308,152	412,447	6,705	481,627	1,241,186	* 14,998	-4.4	-17.5
Flint	do	240,392	240,328	58,994	28,679	743	10,967	149,945	64	-3.9	-7.3
Grand Rapids	do	340,026	339,752	117,332	31,830	2,381	24,388	163,821	274	-5.6	-13.6
Pontiac	do	150,080	149,979	56,577	25,667	1,443	9,385	56,907	101	-2.7	-22.4
Saginaw	do	109,713	109,444	31,839	16,920	787	7,072	52,826	269	-2.5	-19.7
Minnesota:											
Duluth	do	485,781	481,172	99,553	35,498	2,680	92,538	250,903	4,609	-14.8	-14.4
Minneapolis	do	1,060,040	1,053,662	288,724	55,697	6,353	189,660	513,228	6,378	-1.6	-13.2
St. Paul	do	541,475	537,659	111,612	28,296	3,576	124,077	270,098	3,816	-4.3	-5.7
Missouri:											
Kansas City	do	767,337	758,809	225,277	28,991	* 10,039	70,465	424,127	8,438	+29.0	+2.3
St. Louis	City and county	1,354,197	1,339,015	308,408	98,920	* 17,098	114,510	800,079	15,182	-1.1	-9.1
Nebraska: Omaha	County	484,868	477,063	81,626	37,655	2,798	8,556	346,428	7,805	-5.5	+4.5
New Jersey:											
Jersey City	City	184,712	184,712	28,436	25,638	940	33,540	96,158		-8.2	-30.1
Newark	do	683,086	679,476	70,993	67,188	2,807	210,511	327,977	3,610	-9.7	-24.4
Trenton	do	112,748	111,491	18,071	13,506	836	15,223	63,855	1,257	-16.9	-30.4

See footnotes at end of table.

Table 12.—Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban area, June 1941—Continued

[Corrected to Aug. 20, 1941]

State and urban area	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind <sup>4</sup>	General relief <sup>5</sup>	WPA earnings <sup>6</sup>		May 1941	June 1940
New York:											
Albany	County	\$187,803	\$185,811	\$33,807	\$9,248	\$1,054	\$42,111	\$90,591	\$1,902	-1.5	( <sup>7</sup> )
Buffalo	do	659,445	647,752	112,342	51,705	3,447	331,653	148,605	11,693	-11.8	-43.8
New Rochelle	City	72,919	72,558	13,104	7,296	0	37,293	14,865	361	+1.8	-14.5
New York	do	14,292,921	14,095,103	1,591,355	1,082,937	44,765	5,821,340	5,554,706	* 197,818	-4.3	-10.6
Niagara Falls	do	50,069	49,687	8,754	7,177	86	24,142	9,528	382	-7.8	-38.5
Rochester	do	416,770	414,453	124,313	33,048	2,360	180,990	73,742	2,317	-18.7	-27.5
Syracuse	County	296,233	292,977	75,963	17,718	1,226	121,538	76,532	* 3,256	-7.2	-25.8
Utica	City	105,089	102,936	30,334	11,559	428	28,518	32,097	2,153	-6.8	-22.6
Yonkers	do	188,968	188,030	21,055	16,584	558	67,606	82,227	938	+11.9	-14.2
North Carolina:											
Asheville	County	80,525	80,525	14,957	7,298	735	1,425	56,110	—	+1.1	-23.0
Charlotte	do	92,817	92,537	18,479	8,436	1,325	3,951	60,346	280	+7.9	-5.6
Greensboro	do	75,430	75,375	17,995	9,402	1,140	674	46,164	* 755	-18.5	-15.8
Winston-Salem	do	107,968	107,512	15,101	7,801	846	7,760	76,004	456	( <sup>19</sup> )	-7.1
Ohio:											
Akron	do	495,519	492,818	100,743	16,422	1,953	42,057	331,643	2,701	-5.2	-35.2
Canton	do	222,083	221,883	105,944	15,025	1,942	17,702	81,270	200	-4.2	-37.6
Cincinnati	do	820,315	807,413	244,579	39,089	5,149	173,441	345,155	12,902	-11.7	-17.9
Cleveland	do	1,704,020	1,666,181	269,886	109,060	9,142	338,477	939,616	37,839	-9.9	-38.3
Columbus	do	654,429	653,205	205,876	23,785	7,506	68,741	347,297	1,624	-3.4	-14.5
Dayton	do	377,944	376,584	150,965	16,684	2,553	37,771	168,611	1,360	-13.3	-22.3
Springfield	do	99,185	98,445	56,200	6,137	1,239	4,247	30,622	* 740	-25.9	-37.8
Toledo	do	615,275	614,889	158,413	19,268	4,896	48,961	383,351	386	-10.6	-20.3
Youngstown	do	248,872	248,489	61,522	17,454	3,754	23,613	142,146	383	-14.9	-29.5
Oklahoma: Tulsa	do	239,835	234,448	92,333	21,768	2,911	* 8,695	108,741	5,387	-11.8	+14.3
Oregon: Portland	do	501,897	500,670	178,829	25,713	4,934	* 66,654	224,540	1,227	-8.7	-10.2
Pennsylvania:											
Allentown	do	110,633	110,123	26,686	14,991	6,276	9,167	53,003	510	-25.8	-39.4
Altoona	do	195,502	195,432	33,740	34,321	7,395	20,272	99,704	70	-5.8	-28.2
Bethlehem	do	117,308	116,839	26,898	14,941	5,770	12,212	57,018	469	-31.3	-40.9
Chester	do	152,998	151,293	33,465	25,013	8,285	9,605	74,925	1,705	-26.5	-26.1
Erie	do	194,433	194,365	53,361	28,603	8,272	12,364	91,766	67	+4.7	-30.9
Johnstown	do	248,398	247,983	37,826	48,345	7,431	32,284	122,097	415	-3.9	-25.9
Philadelphia	do	2,990,958	2,961,901	549,320	725,798	77,308	757,737	851,738	* 29,057	-9.6	-23.9
Pittsburgh	do	2,026,013	2,010,115	340,501	364,908	40,357	481,092	783,257	15,898	-7.4	-26.6
Reading	do	251,918	251,168	49,775	28,692	10,440	33,581	128,680	* 750	-10.2	-30.2
Scranton	do	689,515	686,723	82,159	115,197	13,507	234,160	241,700	* 2,792	-19.3	-17.3
Wilkes-Barre	do	1,058,891	1,057,100	93,026	159,036	17,910	129,874	567,254	1,791	+14.8	+4
Rhode Island: Providence	City	289,236	284,774	64,259	23,575	771	74,720	121,469	4,462	-15.0	-31.0
South Carolina: Charleston	County	187,638	187,104	10,580	6,735	787	2,652	166,350	* 534	+7.3	+40.1
Tennessee:											
Knoxville	do	160,751	160,751	18,015	20,915	795	1,752	119,274	—	+3.8	+0.9
Memphis	do	239,560	237,352	51,252	25,394	3,182	486	157,038	2,208	-3.0	-11.9
Nashville	do	266,930	265,493	41,978	27,723	2,666	2,642	190,484	1,457	+19.7	+11.9
Texas:											
Dallas	do	426,100	423,242	175,026	665	—	13,765	233,786	2,858	+7.0	+40.1
El Paso	do	78,077	77,531	14,564	—	—	213	62,754	546	+7.3	-2.8
Fort Worth	do	321,909	321,186	119,408	—	—	8,334	193,444	723	-15.4	+12.2
Houston	do	402,324	398,340	135,274	—	—	21,191	241,875	3,984	+45.0	+51.2
San Antonio	do	444,781	440,381	119,441	—	—	—	320,940	4,400	+22.8	+59.0
Utah: Salt Lake City	do	497,478	495,633	137,871	73,129	1,732	86,789	196,092	* 1,845	+4.5	+26.8
Virginia:											
Norfolk	City	64,577	63,502	10,120	6,749	851	1,489	44,293	1,075	-6.7	-26.8
Richmond	do	156,304	151,214	16,153	9,819	1,206	15,068	108,968	* 5,090	-4.8	-8.9
Roanoke	do	24,590	24,590	5,377	4,266	459	1,710	12,778	—	+3.4	+4.8
Washington:											
Seattle	County	991,911	987,506	532,697	51,366	10,096	73,522	319,825	* 4,405	+6.4	+34.0
Tacoma	do	399,859	399,859	199,829	20,731	3,085	20,119	156,095	—	+2.6	+15.2
West Virginia: Huntington	do	135,071	134,356	13,622	7,611	1,029	7,340	104,754	715	-4.7	+16.1
Wisconsin:											
Kenosha	do	131,527	131,444	31,160	16,509	1,231	15,750	66,794	83	+11.7	-20.6
Madison	do	199,147	198,705	53,671	28,241	1,240	24,008	91,545	442	-23.4	-25.5
Milwaukee	do	1,310,641	1,301,147	254,669	102,180	9,802	253,332	681,164	9,494	+4.0	-15.8
Racine	do	111,909	111,775	30,060	16,727	1,050	10,805	53,133	224	+6.7	-23.3

<sup>1</sup> Excludes cost of administration, of materials, equipment, and other items incident to operation of work programs, and of transient care. Data for assistance programs include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

<sup>2</sup> Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>3</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>4</sup> Data from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover

all pay-roll periods ended during month. Data are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>5</sup> Includes direct and work relief and aid to veterans.

<sup>6</sup> Includes estimate.

<sup>7</sup> Estimated.

<sup>8</sup> Includes Fulton and DeKalb Counties.

<sup>9</sup> Not computed, because comparable data are not available.

<sup>10</sup> Increase of less than 0.05 percent.

<sup>11</sup> Incomplete, since data are not obtainable for 1 relief program.

<sup>12</sup> Data for city of Richmond and for Chesterfield and Henrico Counties.



# Terms Relating to Statistics on Public Assistance and Federal Work Programs

STATISTICS collected or compiled by the Social Security Board include two types of programs furnishing public assistance or employment to needy persons—i. e., the public assistance and the Federal work programs. Data are presented on each of these programs, and totals are shown on the estimated number of different households and persons in households receiving assistance or earnings under all programs and on the amount of assistance and earnings.

## PUBLIC ASSISTANCE PROGRAMS

PROGRAMS financed from Federal, State, and/or local funds which provide financial assistance, commodities, and incident services to families or persons in need in their own homes. They include the following programs: subsistence payments of the Farm Security Administration, the special programs of the Federal Emergency Relief Administration, general relief, and the special types of public assistance (old-age assistance, aid to dependent children, and aid to the blind). Public assistance programs exclude assistance to persons for reasons other than need, such as aid to veterans on the basis of service records, or to persons on a loan basis, such as loans to home owners and farmers; foster-home and day-nursery care; public institutional care, including congregate care in shelters, lodginghouses, and camps (with the exception of transient relief included under the special programs of the FERA); transportation of nonresidents (with the exception of transient relief included under the special programs of the FERA); Federal surplus commodities; and commodities produced on work projects.

### Assistance Payments

**Farm Security Administration, Subsistence Payments.**—Data represent cash grant payments certified to cases, and value of commodities and commodity stamps purchased by the FSA from the Surplus Marketing Administration and distributed to cases.

**Cases.**—Data represent the number of cases receiving assistance as measured by the net number of cash payments certified to cases and, in addition, the number of cases receiving only commodities and/or commodity stamps purchased by the FSA from the Surplus Marketing Administration and distributed during the month. Ordinarily only one grant voucher per case is certified per month.

**Payments.**—Data represent net amount of cash grant payments certified to cases, and cost to the FSA of commodities and commodity stamps purchased by the FSA and distributed during the month. Data exclude administrative costs.

**FERA, Special Programs.**—Data represent relief extended to cases under the emergency education, student aid, rural rehabilitation, and transient programs of State

emergency relief administrations largely financed from FERA funds. None of these programs was in operation after March 1937.

**Cases.**—Data represent the number of cases (individuals, families, or multiple-family units) receiving relief; they are not a count of persons in families receiving relief. Data exclude administrative employees.

**Payments.**—Data represent direct relief and earnings; exclude administrative costs and cost of materials, equipment, and other items incident to operation of work programs.

**General Relief.**—Data represent programs administered by State and local governments, and, for May 1933–December 1935, by State emergency relief administrations financed largely from FERA funds. Data for January 1933–December 1935 include estimates of relief administered by local authorities under poor laws.

**Cases.**—Data represent the number of cases (individuals, families, or multiple-family units) receiving relief; they are not a count of persons in families receiving relief. Data include nonrelief persons employed under the general relief program of the FERA; exclude administrative employees and, beginning with September 1940, cases receiving medical care, hospitalization, or 1/2 or burial only.

**Payments.**—Data represent cash assistance paid directly to cases and orders issued on vendors, landlords, and utility companies for food, clothing, fuel, rent and utilities, and other services. Data include earnings of nonrelief persons employed under the general relief program of the FERA. For January 1933–August 1940, data include medical care to recipients in addition to other assistance. For September 1940 and subsequent months, medical care, except amount for that purpose included in the cash grant, is excluded. Data also exclude hospitalization; burial; administrative costs; and cost of materials, equipment, and other items incident to operation of work programs.

**Old-Age Assistance, Aid to Dependent Children, Aid to the Blind.**—Data for January 1933–January 1936 represent programs financed from State and/or local funds only. Data for subsequent months, unless otherwise indicated, represent (1) programs financed from Federal, State, and/or local funds and administered under plans approved by the Social Security Board and (2) programs financed from State and/or local funds only and administered under State law without Federal participation. In some States, as indicated in footnotes to tables, both types of programs are administered concurrently. In addition, the special types of public assistance include assistance to persons not eligible under the Social Security Act and amounts in excess of the maximums for which matching Federal funds may be used, provided such assistance is paid from funds earmarked for old-age assistance, aid to dependent children, or aid to the blind under State statutes authorizing these types of assistance.

**Recipients.**—Data represent the number of recipients (individuals or families) whose applications have been approved formally and who are receiving assistance. The number of recipients may be less than the total number of persons benefiting from the assistance payments. Beginning with September 1940, data exclude recipients of medical care, hospitalization, and/or burial only.

**Payments.**—Data represent cash assistance paid directly to the recipient or his legally appointed guardian, or, in the case of aid to dependent children, to the relative, and orders issued on vendors, landlords, and utility companies for food, clothing, fuel, rent and utilities, and other services. For January 1933–August 1940, data include medical care to recipients in addition to other assistance. For September 1940 and subsequent months, medical care, except amount for that purpose included in the cash grant, is excluded. Data also exclude hospitalization, burial, and administrative costs.

### **Administrative Costs for the Special Types of Public Assistance and General Relief**

Expenditures of State and local governments for public assistance programs, other than assistance payments; include expense of determining original and continuing eligibility to receive assistance and of providing financial assistance to recipients and services incident to such assistance.

**Current Expenditures.**—These expenditures include the following items:

**Personal services.**—Data represent total earnings of employees of the agency, or the portion thereof properly chargeable to the public assistance program specified, and fees paid ophthalmologists for medical examinations of applicants for aid to the blind.

**Travel.**—Data represent expenditures of employees of the agency for transportation, subsistence (or per diem allowances in lieu of subsistence), and all other items for travel reimbursable through expense vouchers, including current expenditures in operating motor vehicles for transportation.

**Communications.**—Data represent expenditures for telephone service, telegraph messages (except charges reimbursable on travel expense accounts), and postage.

**Supplies.**—Data represent expenditures for consumable items such as stationery, printed forms, and typewriter ribbons, for minor equipment costing less than \$5 per item whether consumed or not; and for printing forms, letterheads, and other supplies.

**Rental of space, heat, light, and water.**

**Other.**—Data represent other current expenditures such as rental of equipment, minor repairs and alterations costing less than \$100, printing and binding reports, personal bonds, and insurance.

**Purchase of Plant and Equipment.**—Expenditures for purchase of nonconsumable items of equipment costing \$5 or more, rentals paid for equipment on a rental-purchase contract, purchase of land and buildings, and extensive repairs and alterations costing \$100 or more.

### **Exclusions**

Assistance payments and administrative costs exclude:

**State or Local Work-Relief Projects.**—Expenditures from funds of the public assistance agency for (1) materials, supplies, equipment, rentals, and other expenditures for work-relief projects except payments to relief personnel working on projects; (2) earnings of administrative and nonrelief project employees.

**Sponsors' Contributions to WPA Projects.**—Expenditures in the form of contributions from the funds of the public assistance agency to WPA projects sponsored by the State and its local subdivisions.

**Institutional Care.**—Expenditures for aid in lodging-houses, shelters, or camps (with the exception of expenditures for transient relief included under the special programs of the FERA), county poor farms, almshouses, and homes for the aged and infirm, which are operated by the public assistance agency, and expenditures for institutional care which is paid for but not directly operated by the public assistance agency.

**Foster Care.**—Expenditures for investigating the need for foster care and the care of children in boarding or foster homes, including expenditures for care of children, finding and licensing homes for children, placement, and supervising care of children in these homes.

**Other Welfare Expenditures.**—Such expenditures comprise:

**Distribution of surplus commodities.**—Expenditures for earnings of employees of the public assistance agency engaged in distributing surplus commodities and for supplies, trucks, and equipment used in distributing commodities.

**Crippled children, services for.**—Expenditures for investigating the need for and providing services to crippled children under the State program for this purpose administered under title V, part 2, of the Social Security Act.

**Blind, service program.**—Expenditures for providing social services to blind persons (other than services incident to granting public assistance to needy blind persons), and expenditures for workshops, training schools, and other service programs operated for the blind by the agency.

**All other services.**—Expenditures for all other programs and activities of the public assistance agency.

### **Medical Care, Hospitalization, and Burial**

**Medical Care.**—Payments from the funds of the public assistance agency for providing medical care to cases approved by the agency. Medical care represents medical services provided by physicians, nurses, dentists, and others on a fee or salary basis, and by clinics and outpatient departments of hospitals on a fee basis and medical supplies such as medicines, braces, appliances, and dentures provided by the issuance of orders on vendors or by direct issuance by the public assistance agency.

**Hospitalization.**—Payments from the funds of the public assistance agency for providing in-patient care in public or private hospitals to cases approved by the agency.

**Burial.**—Payments from the funds of the public assistance agency for burial of cases approved by the agency.

## FEDERAL WORK PROGRAMS

PROGRAMS financed in whole or in part from Federal funds which provide employment to persons certified as in need and to other unemployed persons. They include the following programs: Civilian Conservation Corps, Civil Works Program, National Youth Administration, Work Projects Administration, other Federal agency projects. Federal work programs exclude regular Federal construction projects financed in whole or in part from regular Federal funds.

**Civilian Conservation Corps.**—Data represent the work program of the CCC.

**Persons enrolled.**—Data for April 1933–April 1935 represent estimates of number of persons enrolled during the month; for subsequent months, data represent averages computed by the CCC from reports on the number of persons enrolled on the 10th, 20th, and last day of each month, except for the Indian Division, for which averages are computed from daily reports. Data exclude administrative employees.

**Earnings.**—Data on earnings of persons enrolled are estimated by the CCC by multiplying the average monthly number of persons enrolled by an average of \$70 for each month through June 1939, \$67 for July–October 1939, and \$66.25 for subsequent months. These average amounts are based on the amounts expended for cash allowances, for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items. Data exclude administrative costs and cost of materials, equipment, and other items incident to operation of work program.

**Civil Works Program.**—Data represent projects of the Civil Works Administration and Civil Works Service in operation for November 1933–July 1934.

**Persons employed.**—Data represent totals of the maximum weekly number of persons employed in each State during the month. Data exclude administrative employees.

**Earnings.**—Data represent earnings of persons employed and cover all pay-roll periods ended during the month. Data exclude administrative costs and cost of materials, equipment, and other items incident to operation of work program.

**National Youth Administration.**—Data represent the student and out-of-school work programs of the NYA.

**Persons employed.**—Data represent number of persons employed during the month. Data exclude administrative employees.

**Earnings.**—Data represent earnings of persons employed and cover all pay-roll periods ended during the month. Data exclude administrative costs and cost of materials, equipment, and other items incident to operation of work programs.

**Work Projects Administration.**—Data represent projects financed from WPA funds, including, for July 1938 and subsequent months, projects operated by other Federal agencies.

**Persons employed.**—Data represent average weekly number of persons employed during the month. Data exclude administrative employees.

**Earnings.**—Data represent earnings of persons employed and cover all pay-roll periods ended during the month. Data exclude administrative costs and cost of materials, equipment, and other items incident to operation of work program.

**Other Federal Agency Projects.**—Data represent projects financed in whole or in part from emergency Federal funds other than those of the CCC, CWA, NYA, and WPA.

**Persons employed.**—Data represent average weekly number of persons employed during monthly period ended on 15th calendar day of specified month. Data exclude administrative employees.

**Earnings.**—Data represent earnings of persons employed and cover all pay-roll periods ended during monthly period ended on 15th calendar day of specified month. Data exclude administrative costs and cost of materials, equipment, and other items incident to operation of work program.

**Exclusions.**—Federal work programs exclude the following:

**Regular Federal construction projects.**—Data represent projects financed in whole or in part from regular Federal appropriations and from Reconstruction Finance Corporation funds. In issues of the Bulletin prior to September 1941, RFC projects were included under Federal agency projects financed from emergency funds.



# EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY . RESEARCH AND STATISTICS DIVISION

## Operations of the Employment Security Program

### *Labor-Market Developments*

The effects of material shortages and priorities were more widespread in consumers' goods industries but were also felt in a few essential defense plants, according to State reports on July labor-market developments. Although the immediate result was small lay-offs, shortened workweeks, staggered employment, and the postponement of scheduled hirings, nearly all displaced workers were reemployed almost immediately at related work in defense plants. However, shortages of essential metals, including steel, aluminum, brass, copper, bronze, nickel, zinc, and magnesium, and other materials, especially rubber, silk, and wool, may cause large and prolonged lay-offs this fall. Several large producers of metal household appliances who might otherwise face a complete shut-down have been converting their facilities to the production of defense products and seeking contracts.

The automobile industry started seasonal lay-offs prior to the introduction of new models, not knowing how drastic the cut in civilian production would be or how it would be allocated. Parts suppliers were at a complete loss to know how they would be affected. The release of thousands of automobile workers provided the labor market of Indiana, Ohio, and Pennsylvania with sorely needed men experienced in the machine trades.

In the bituminous-coal industry, the final negotiations of the strike begun in April were concluded. In some districts, miners won exceptional gains. Following the settlement of the strike, workers were rapidly reabsorbed; employment returned to its pre-strike level, the highest in a decade, and is scheduled for further increases. The upturn in the coal industry resulted in the hiring of maintenance-of-way and repair-shop workers by railroads, some of which had exhausted their call-back lists and were hiring in the open market.

Employment continued to expand most rapidly in the aircraft, shipbuilding, and ordnance industries. The aircraft and shipbuilding expansion is concentrated in California, where skilled workers

have been at a premium. However, it appears that the West Coast yards overestimated their labor needs and that peak employment will be somewhat lower as well as somewhat later than expected.

To meet the needs of the expanding capacity in the steel industry, new iron mines were opened and equipped in several regions. In order to retain their labor forces, iron mines offered longer workweeks with time and a half for overtime.

Where shortages of workers were developing, the supply of untrained persons furnished by June graduations generally proved to be less than anticipated for training needs. In these areas, employers offered high-school graduates immediate jobs at the same wage rates as those received by graduates of training courses. In Connecticut, facilities that otherwise might not have been utilized were made available for supplemental courses, and in California and Maryland the pre-employment courses were opened to women.

There continues to be a great deal of concern about the adequacy of the supply of agricultural labor. In most areas where the usual number of migratory agricultural workers had not appeared at the opening of the harvest season, the hands required were obtained through a fuller use of the local labor supply, including WPA, NYA, and CCC workers, and even women and children. In a few regions, particularly the Southeast and Rocky Mountain, the anticipated labor shortage increased the use of mechanized equipment. Less difficulty was expected in finding seasonal workers for the canning industry, because canneries normally employ a large proportion of housewives and children not usually seeking other jobs. Shortages of help in agriculture and canning occurred in only a few isolated localities, and in such places wages and working conditions were poor compared with those of other local industries. Likewise, most of the shortages in logging and sawmill operations were associated with low wages and poor working conditions. In these industries, however, wage rates have begun to advance and substandard conditions to disappear.

The general shortage of skilled metal workers has been responsible for a training-within-industry program of a proportion unknown in this country. Even when apprenticeship training was common, it is doubtful if as large a portion of the employed population was being trained at one time or at the present speed. Another effect of the skilled-labor shortage has been a gradual increase in labor stealing or pirating, accomplished through the guarantee of overtime and bonus payments rather than through higher hourly wage rates. Such pirating has resulted in costly turn-over, particularly among younger workers, who sometimes did not work long enough on one job to complete a thorough training period.

A continued shortage of sewing-machine operators was reported, since garment manufacturers have been reluctant to train workers. Good domestic workers became scarcer; in some areas their wages rose, hours were shortened, and the number of tasks they performed was reduced. Laundry and dry-cleaning workers were scarce in cities and towns near large Army camps. Some States reported shortages of competent stenographers and office-machine operators. All these stringencies were due, in some measure, to the transfer of service workers to manufacturing industries and of workers in nondefense manufacturing to defense manufacturing, which offers better wages and working conditions.

Construction continued to operate at a high level. With many projects nearing completion and others just starting, it is difficult to determine whether there was any net gain or loss in construction employment. Workers laid off at the completion of jobs appear to have been confronted with the problem of moving to another job rather than that of unemployment. Emphasis shifted from military construction to industrial and residential construction. Several industrial projects, especially new ordnance and chemical plants, were undertakings requiring 8,000-10,000 workers, and occasionally up to 15,000, for periods of 4 to 6 months.

The employer specification with respect to sex is the one most widely relaxed. Throughout the country, women were being employed in July in production jobs formerly held exclusively by men. Only in the aircraft industry in California, however, have plans been made for the employment of large numbers of women; elsewhere, they have

been hired in small numbers on an experimental basis. Restrictions against Negroes showed little relaxation. Germans and Italians, even if naturalized, were not generally accepted by defense employers. Many older workers who had retired were being called back by their former employers, frequently as instructors or leaders for groups of young workers.

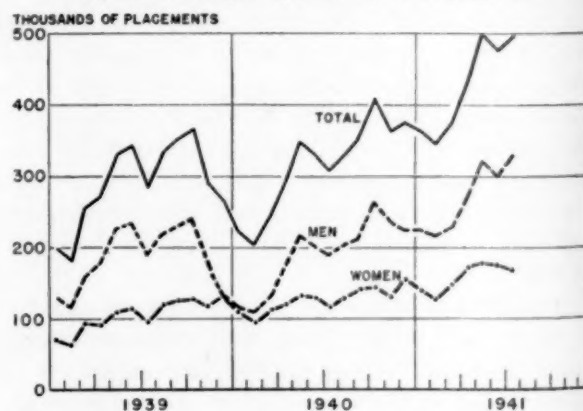
### Placement Activities

Instead of the usual decline which occurs between June and July, complete placements by public employment offices this year increased 6 percent to a total of 499,000 (table 1). In addition, as the defense program dipped more deeply into the available labor supply, the number of job seekers registered for work at the end of the month fell below 5 million for the first time since December 1940. The July placement volume, like that of the previous 2 months, was virtually as high as in the peak months of 1936; in that year, however, large numbers of workers were being placed on public works projects. In 18 jurisdictions, including 6 of the 10 leading industrial States, fewer jobs were filled than in June. Despite a 62-percent increase for the country as a whole, 4 States reported fewer placements this July than last.

During the first 7 months of 1941, 3 million placements were made by the employment service and more than 2 million different individuals filled these jobs; in the comparable 1940 period, 1.9 million placements were obtained for 1.3 million different individuals.

Practically all the New England, South Atlantic,

Chart 1.—Placements of men and women by public employment offices, January 1939-July 1941



Gulf, and Great Plains States made more placements in July than in June. Harvest operations,

food processing, construction, and shipbuilding were mainly responsible for the gains in most of

Table 1.—Placement activities of public employment offices for all registrants, by State, July 1941

[Corrected to Aug. 23, 1941]

Social Security Board region and State	Complete placements								Supple- men- tary place- ments	Total applications received		Active file		
	July 1941				January-July 1941					Number	Per- centage change from June 1941	Number as of July 31, 1941	Percentage change from—	
	Num- ber	Percentage change from—		Regular (over 1 month)	Total		Regular						June 30, 1941	July 31, 1940
		June 1941	July 1940		Number	Per- centage change from January- July 1940	Number	Percent of total						
Total	499,065	+6.0	+62.0	323,028	2,996,904	+53.7	1,901,154	63.4	131,022	1,597,299	-1.6	4,982,430	-2.8	-10.8
Region I:														
Connecticut	9,833	+4.0	+85.3	6,981	60,230	+78.8	43,946	73.0	4	26,189	-5.4	45,141	+1.0	-41.2
Maine	4,946	+8.4	+77.1	3,804	24,649	+98.8	19,549	79.3	22	9,132	-12.3	24,188	-10.2	-29.7
Massachusetts	10,525	+5.7	+175.1	8,989	59,987	+140.3	49,340	82.2	55	50,365	-13.0	122,226	-9.4	-41.4
New Hampshire	2,854	+27.8	+26.4	2,317	14,245	+7.6	10,983	77.1	66	5,243	-19.2	11,915	-22.4	-45.8
Rhode Island	2,203	-8	+203.4	1,846	14,698	+201.4	12,152	82.7	0	8,625	-18.7	35,407	-12.9	-18.8
Vermont	1,320	+10.2	+13.5	866	7,610	+24.8	4,521	59.4	9	2,559	-4.0	7,559	-16.6	-52.0
Region II:														
New York	48,716	+2.0	+81.4	31,049	299,315	+80.7	169,543	56.6	2,555	183,061	-2.7	523,787	-3.8	-17.7
Region III:														
Delaware	1,428	-18.6	-3.0	751	10,065	+33.4	5,055	50.2	224	2,808	-18.8	7,611	-12.9	-34.6
New Jersey	16,874	-3.0	+121.6	11,177	106,236	+70.5	67,023	63.1	42	48,387	-26.7	191,644	-1.0	-24.9
Pennsylvania	21,811	+2.7	+75.1	16,847	130,971	+56.3	95,589	73.0	988	100,865	-16.2	315,917	-5.3	-18.1
Region IV:														
Dist. of Col.	5,015	-8.3	+43.8	2,376	36,621	+44.9	16,977	46.4	1	13,063	-5.3	23,990	+1.8	-31.2
Maryland	6,852	+5.3	+57.8	3,906	41,355	+64.6	27,361	66.2	1,638	23,778	-17.9	40,477	-5.7	-43.8
North Carolina	10,831	+10.9	+108.0	7,939	117,908	+187.3	99,632	84.5	7,449	37,475	-4.4	101,029	+4.5	+3.1
Virginia	13,874	+22.4	+176.9	11,340	75,945	+128.2	58,954	77.6	741	22,552	-10.7	65,688	-6.8	+18.2
West Virginia	4,611	+17.1	+63.6	3,215	25,737	+44.9	16,481	64.0	274	16,691	-13.5	61,021	-3.3	-25.1
Region V:														
Kentucky	4,634	+24.1	+87.0	3,692	26,085	+44.5	16,983	65.1	160	18,066	-9.6	88,366	-7.1	-8.2
Michigan	15,876	-2.8	+34.6	10,909	96,589	+37.9	64,515	66.8	1,464	60,299	+6.8	137,842	-9	-43.2
Ohio	24,983	-9.3	+78.2	14,674	161,202	+65.9	91,213	56.6	446	73,099	-10.4	259,932	-5.8	-25.4
Region VI:														
Illinois	22,142	-1.9	+84.4	13,691	147,803	+65.2	90,592	61.3	1,039	98,504	+32.6	196,349	-21.6	+7.0
Indiana	12,927	-2	+95.8	8,822	87,010	+71.0	58,102	66.8	2,740	42,919	-13.0	220,204	+8	+68.4
Wisconsin	11,440	+2.3	+49.5	7,395	64,769	+47.5	39,317	60.7	478	33,098	+8.9	90,587	-4	-14.5
Region VII:														
Alabama	5,488	-27.8	+32.5	4,327	37,324	+19.8	24,178	64.8	330	35,391	+11.7	109,258	-2.1	+4.7
Florida	5,259	+15.0	+104.2	3,865	41,373	+108.4	31,765	76.8	152	20,997	-6.4	121,238	+2.9	+55.4
Georgia	10,235	+4	+22.1	5,598	62,680	+17.0	39,692	63.3	186	29,561	-14.2	113,920	-2.9	-33.2
Mississippi	9,496	+102.9	+154.8	8,099	31,396	+18.9	26,187	83.4	122	34,504	+62.6	84,473	+3.9	+41.4
South Carolina	7,768	+6.5	+204.5	6,627	50,816	+157.8	42,744	84.1	196	17,239	+14.3	53,323	+3.6	-1.4
Tennessee	7,199	-22.7	+49.4	5,149	59,519	+75.8	42,932	72.1	4,186	22,958	+9.4	134,607	+2	+13.4
Region VIII:														
Iowa	9,126	+8.5	+25.2	3,775	53,077	+20.3	27,757	52.3	543	22,454	+8	68,509	-5	-13.1
Minnesota	11,220	+37.0	+29.4	5,158	49,243	+29.8	26,848	54.5	731	32,184	+7.9	94,667	-1.8	-28.2
Nebraska	5,408	+41.3	+61.1	2,550	22,123	+22.0	12,337	55.8	624	8,869	-11.8	44,770	-3.4	+7
North Dakota	5,969	+117.0	+32.3	3,804	18,455	+28.7	10,447	56.6	28	7,146	+28.5	28,134	-7.9	-6.0
South Dakota	2,679	+48.7	+43.7	1,293	10,874	+25.5	5,556	51.1	545	4,050	-7.0	20,468	-13.0	-22.8
Region IX:														
Arkansas	7,363	+22.4	+81.0	3,498	44,510	+35.2	17,978	40.4	4,021	30,444	+87.2	94,119	+15.4	+119.4
Kansas	8,815	+13.8	+93.6	4,208	48,369	+84.6	24,153	49.9	962	21,811	+7.4	56,396	-0.9	-4.5
Missouri	14,993	+19.2	+104.8	10,557	99,570	+93.3	72,787	73.1	1,032	54,437	+2.3	211,505	-2.2	+18.8
Oklahoma	5,217	+8.1	-25.7	2,723	28,723	-20.1	13,443	46.8	7,944	35,411	+40.1	81,121	+26.6	-8.9
Region X:														
Louisiana	6,083	+7.6	+109.6	4,371	41,234	+74.1	31,339	76.0	972	36,525	+12.7	141,627	+17.0	+103.0
New Mexico	1,600	-8.8	+30.4	950	10,619	+29.4	7,602	71.6	474	4,058	-17.3	24,207	-2	-29.4
Texas	37,908	+29.0	+29.9	23,045	222,369	+12.7	117,559	62.9	31,027	91,460	-15.3	385,699	+1.5	+54.7
Region XI:														
Arizona	2,276	-13.4	+8.6	1,216	18,368	-5.1	10,181	55.4	591	4,690	-20.6	18,611	-9.2	-19.0
Colorado	4,444	-41.2	-45.1	2,838	28,585	-6.1	14,245	49.8	7,885	13,855	-7.8	48,367	-11.0	-19.0
Idaho	4,038	-16.3	+30.8	1,648	19,498	+14.5	8,719	44.7	3,528	3,398	-3.5	20,969	-14.2	(1)
Montana	4,270	+39.8	+64.7	2,955	15,153	+25.1	10,965	72.4	823	5,208	-2.0	11,517	-24.5	-46.6
Utah	3,064	-11.8	+29.7	1,534	14,524	+51.2	6,830	47.0	82	8,287	-3.8	24,007	+11.6	+8.4
Wyoming	1,667	+23.0	+30.0	1,147	9,868	+64.8	7,067	71.6	40	3,194	-15.9	6,451	+19.2	-1.8
Region XII:														
California	36,616	-1.7	+62.6	20,901	218,829	+64.7	124,738	57.0	10,004	120,155	+5.7	330,790	-3.7	-29.4
Nevada	2,794	+26.6	+90.1	1,785	11,701	+47.1	7,446	63.6	97	3,743	+6.6	3,439	-6.1	-39.9
Oregon	11,738	+21.2	+87.0	8,835	55,529	+64.2	38,839	69.9	18,819	18,096	-3.3	25,182	-15.9	-34.6
Washington	10,616	+2.8	+23.6	5,715	50,147	-17.4	28,383	56.6	14,660	26,877	-10.6	32,293	-3.7	-70.0
Territories:														
Alaska	1,086	-31.8	+74.3	862	6,330	+59.5	4,669	73.8	23	1,506	-22.4	1,023	-11.0	+8.0
Hawaii	935	-17.8	-11.1	809	7,138	+23.8	5,940	83.2	0	1,464	-27.9	2,863	-44.6	-64.0

<sup>1</sup> Total excludes Idaho, for which data are not comparable.

<sup>2</sup> Excludes 747 supplementary placements made in cooperation with the Arkansas State Employment Service and included in data for Arkansas.



these States. Placements more than doubled the June volume in Mississippi and North Dakota. On the other hand, delayed delivery of materials and equipment and temporary dislocations of employment due to priorities probably account for the declines in placements, particularly in six of

the leading industrial States. The largest gains over July 1940 took place in Massachusetts, Rhode Island, South Carolina, and Virginia, where placements were approximately three times as great as last July.

Supplementary placements declined 14.5 per-

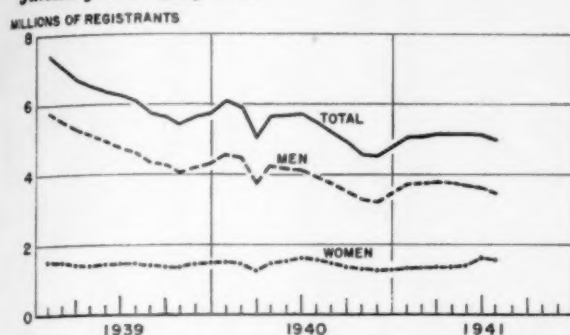
Table 2.—Placement activities of public employment offices for men and women, by State, July 1941

[Corrected to Aug. 23, 1941]

Social Security Board region and State	Men						Women					
	Complete placements			Total applications received	Active file		Complete placements			Total applications received	Active file	
	Number	Percentage change from July 1940	Regular (over 1 month)		Number as of July 31, 1941	Percentage change from July 31, 1940	Number	Percentage change from July 1940	Regular (over 1 month)		Number as of July 31, 1941	Percentage change from July 31, 1940
Total.....	330,843	+72.0	221,414	1,090,582	3,441,520	+13.7	168,222	+45.4	101,614	506,717	1,540,910	+3.4
Region I:												
Connecticut.....	7,020	+105.9	5,233	16,460	24,495	-45.2	2,813	+48.3	1,748	9,729	20,646	-33.5
Maine.....	3,306	+96.8	2,532	6,180	17,047	-29.2	1,640	+47.3	1,272	2,952	7,141	-30.8
Massachusetts.....	6,348	+230.8	5,456	28,031	62,229	-50.6	4,177	+119.0	3,533	22,334	59,967	-27.3
New Hampshire.....	2,100	+25.7	1,758	3,293	7,481	-42.8	754	+28.2	559	1,950	4,434	-50.3
Rhode Island.....	1,239	+278.9	1,047	4,119	18,340	-23.6	964	+141.6	799	4,506	17,067	-12.9
Vermont.....	917	+20.6	606	1,760	5,527	-49.6	403	0	290	799	2,032	-57.5
Region II:												
New York.....	25,626	+91.7	18,271	109,972	316,330	-23.2	23,090	+71.1	12,778	73,089	207,457	-7.5
Region III:												
Delaware.....	619	-17.9	479	1,773	4,598	-36.0	809	+12.7	272	1,035	3,013	-32.2
New Jersey.....	7,896	+172.7	6,541	28,378	112,480	-29.9	8,978	+90.2	4,636	20,009	79,164	-16.4
Pennsylvania.....	13,191	+76.8	10,947	66,745	217,195	-22.5	8,620	+72.7	5,900	34,120	98,722	-6.4
Region IV:												
Dist. of Col.....	2,136	+38.9	1,138	7,011	12,937	-40.8	2,879	+47.6	1,238	6,052	11,053	-15.2
Maryland.....	4,791	+64.2	2,777	15,789	26,246	-44.1	2,061	+44.6	1,129	7,989	14,231	-43.2
North Carolina.....	7,391	+141.8	5,772	25,869	67,042	+6.7	3,440	+59.9	2,167	11,066	33,987	-3.2
Virginia.....	10,308	+225.3	8,946	14,740	38,848	+5.3	3,566	+63.6	2,394	7,812	26,840	+43.8
West Virginia.....	2,892	+90.8	2,278	12,561	49,368	-27.4	1,719	+31.9	937	4,130	11,653	-13.9
Region V:												
Kentucky.....	3,485	+140.0	3,003	14,150	69,318	-11.2	1,149	+12.0	689	4,456	19,048	+4.7
Michigan.....	10,786	+42.5	7,451	42,129	96,342	-53.7	5,090	+20.5	3,458	18,170	41,500	-28.0
Ohio.....	15,027	+100.4	9,081	47,133	168,962	-32.5	9,956	+52.6	5,593	25,966	90,970	-7.1
Region VI:												
Illinois.....	13,809	+128.4	8,468	62,723	130,190	+2.9	8,333	+39.8	5,223	35,781	66,159	+16.0
Indiana.....	7,944	+156.8	5,371	29,384	159,641	+60.4	4,983	+42.0	3,451	13,535	69,563	+90.2
Wisconsin.....	7,238	+65.2	4,689	21,652	63,999	-20.1	4,202	+28.4	2,706	11,446	26,588	+2.6
Region VII:												
Alabama.....	3,701	+33.9	2,891	27,900	86,794	+2.8	1,787	+29.7	1,436	7,401	22,464	+13.1
Florida.....	3,749	+112.4	2,898	15,430	90,398	+58.2	1,510	+86.2	967	5,567	30,840	+48.0
Georgia.....	6,919	+20.0	3,545	20,388	79,456	-33.5	3,316	+26.6	2,053	9,173	34,464	-32.4
Mississippi.....	8,105	+182.7	7,544	29,060	67,405	+42.8	1,391	+61.9	1,155	5,444	17,068	+36.5
South Carolina.....	6,442	+229.8	5,511	13,553	36,234	-12.6	1,326	+121.7	1,116	3,686	17,089	+35.1
Tennessee.....	4,104	+42.4	3,166	14,890	94,293	+13.9	3,095	+59.6	1,983	8,068	40,314	+12.2
Region VIII:												
Iowa.....	7,045	+28.2	2,651	16,342	49,719	-16.1	2,081	+15.9	1,124	6,112	18,790	-3.8
Minnesota.....	7,928	+29.6	3,353	22,743	69,421	-28.9	3,292	+28.7	1,805	9,441	25,246	-26.2
Nebraska.....	4,629	+76.4	2,096	6,527	34,051	-3.0	779	+6.3	454	2,342	10,719	+14.4
North Dakota.....	4,991	+35.1	3,294	5,455	21,682	-6.6	978	+19.3	510	1,691	6,452	-3.9
South Dakota.....	2,227	+48.1	1,021	2,980	14,663	-26.0	452	+25.6	272	1,070	5,805	-13.2
Region IX:												
Arkansas.....	4,675	+98.3	2,110	25,092	76,970	+127.3	2,688	+57.3	1,388	5,352	17,149	+90.0
Kansas.....	7,193	+113.8	3,336	17,203	43,964	-6.7	1,622	+36.6	872	4,608	12,432	+3.9
Missouri.....	10,446	+144.8	7,428	37,282	151,369	+19.4	4,547	+48.9	3,129	17,155	60,136	+17.1
Oklahoma.....	2,794	-46.8	1,493	27,453	64,914	-10.4	2,423	+37.3	1,230	7,958	16,207	-2.6
Region X:												
Louisiana.....	3,103	+156.2	2,331	28,391	116,351	+108.1	2,980	+76.2	2,040	8,134	25,276	+82.1
New Mexico.....	1,190	+40.8	712	3,119	20,254	-30.1	410	+7.3	238	939	3,953	-25.8
Texas.....	26,646	+42.6	16,728	70,905	299,065	+56.0	11,262	+7.3	6,317	20,555	86,634	+50.2
Region XI:												
Arizona.....	1,410	+3.8	791	3,313	14,266	-22.7	866	+17.5	425	1,386	4,345	-4.3
Colorado.....	2,990	-50.3	1,913	9,617	34,404	-24.9	1,454	-30.1	925	4,238	13,963	+1.6
Idaho.....	3,372	+39.0	1,258	2,439	24,901	(1)	666	+8	390	959	5,065	(1)
Montana.....	3,584	+40.6	2,437	4,011	8,795	-49.1	686	+90.0	518	1,107	2,722	-36.8
Utah.....	2,266	+55.5	1,164	5,803	18,703	+3.7	798	-11.8	370	2,484	5,304	+29.0
Wyoming.....	1,383	+30.3	981	2,582	4,842	-9.4	284	+28.5	166	612	1,609	+31.3
Region XII:												
California.....	23,878	+73.8	13,882	79,403	204,002	-36.9	12,738	+45.2	7,019	40,752	126,788	-12.8
Nevada.....	2,323	+99.7	1,551	3,115	2,356	-48.4	471	+53.4	234	628	1,083	-6.6
Oregon.....	9,899	+96.1	7,535	14,350	18,678	-38.3	1,839	+49.4	1,300	3,746	6,504	-21.0
Washington.....	8,040	+22.3	4,387	18,883	22,310	-73.4	2,576	+28.2	1,328	7,994	9,983	-57.7
Territories:												
Alaska.....	950	+77.6	826	1,296	691	-4.3	136	+54.5	36	210	332	+47.6
Hawaii.....	792	-8.5	737	1,115	1,954	-70.0	143	-23.1	72	349	909	-37.4

(1) Total excludes Idaho, for which data are not comparable.

Chart 2.—Active file of men and women registrants at public employment offices as of end of month, January 1939–July 1941



cent from June to 131,000 as a result of seasonal slackening in agricultural activity, but were the highest for any July.

Approximately 331,000 jobs were filled by men and more than 168,000 by women in July (table 2). Placements of men were 72 percent greater than those made in July 1940. The rate of increase for women over the previous July—45 percent—was the largest yet attained this year. Placements in both groups were less than in July 1940 in Colorado and Hawaii; for men alone, decreases were reported in Delaware and Oklahoma, and for women alone, in Utah. As in most previous months, placements of women exceeded those of men in Delaware, the District of Columbia, and New Jersey.

More than 1 million applications for work were received from men, a gain of 11 percent over July 1940; the 507,000 filed by women represented a gain of 20 percent. At the end of July 1941 the active file of men was 14 percent lower than on July 31, 1940; for women, it was 3.4 percent lower. Male job seekers totaled less than on July 31, 1940, in 37 States, and women registrants were fewer in 30 States.

### Vocational Training Activities

Placements by public employment offices of trainees from defense vocational training courses declined during June for the first time since the program began in July 1940. Referrals of workers to these courses by the employment service, however, increased nearly one-third from May to a new record volume. The drop in placements resulted primarily from curtailment of hiring schedules among aircraft plants—chief outlets for graduate trainees—due to developing shortages of

Table 3.—Agricultural placements, by State, June and January–June 1941

[Corrected to Aug. 7, 1941]

Social Security Board region and State	June 1941				January–June 1941		
	All placements		Complete placements	Supplementary placements	All placements		
	Number	Percentage change from June 1940			Number	Percentage change from January–June 1940	Percent of all placements in all industries
<b>Total</b> .....	172,398	–1.0	30,670	132,728	502,274	+23.0	16.6
<b>Region I:</b>							
Connecticut.....	774	+70.6	773	1	1,485	+37.2	2.0
Maine.....	139	+124.2	139	0	438	+65.3	2.2
Massachusetts.....	282	+347.6	281	1	643	+102.8	1.3
New Hampshire.....	47	(1)	44	3	218	–12.4	1.8
Rhode Island.....	13	(1)	13	0	88	+183.9	.7
Vermont.....	68	+17.2	65	3	290	–4.3	4.5
<b>Region II:</b>							
New York.....	2,022	+200.4	1,598	424	3,934	+20.2	1.5
<b>Region III:</b>							
Delaware.....	100	(1)	77	23	140	+75.3	1.7
New Jersey.....	720	+96.2	702	18	1,752	+73.1	2.0
Pennsylvania.....	377	+92.3	368	9	1,054	+51.1	.9
<b>Region IV:</b>							
Dist. of Col.....	71	(1)	71	0	97	+246.4	.3
Maryland.....	2,306	(2)	612	1,694	3,047	+565.3	8.3
North Carolina.....	13,437	+428.6	161	13,276	18,630	+355.9	12.8
Virginia.....	1,000	+35.9	207	793	2,563	–2.8	4.0
West Virginia.....	99	(1)	97	2	179	+72.1	.8
<b>Region V:</b>							
Kentucky.....	170	–48.0	176	3	1,325	–14.7	6.0
Michigan.....	1,602	+42.5	553	1,049	3,393	+19.1	4.1
Ohio.....	940	+14.4	917	23	2,679	+14.3	1.9
<b>Region VI:</b>							
Illinois.....	1,798	+248.4	1,445	353	4,482	+78.4	3.4
Indiana.....	289	–50.5	287	2	939	–20.9	1.1
Wisconsin.....	592	–13.8	556	36	2,671	+1.9	4.8
<b>Region VII:</b>							
Alabama.....	2,941	+30.0	2,852	89	7,096	+5.5	21.4
Florida.....	57	–94.6	57	0	1,531	–78.8	4.0
Georgia.....	2,445	+73.8	1,950	495	4,501	+19.9	8.2
Mississippi.....	167	–69.1	167	0	1,369	–16.0	6.0
South Carolina.....	267	+34.2	75	192	1,486	+76.1	3.2
Tennessee.....	6,827	–61.4	971	5,856	47,905	+101.4	49.0
<b>Region VIII:</b>							
Iowa.....	981	+22.2	930	51	4,670	+24.0	9.8
Minnesota.....	1,732	+6.0	1,635	117	6,884	+25.8	17.5
Nebraska.....	389	+58.8	323	66	1,232	+78.3	7.2
North Dakota.....	539	+26.2	539	0	2,932	+25.4	23.1
South Dakota.....	265	+173.2	168	97	1,117	+82.8	12.7
<b>Region IX:</b>							
Arkansas.....	9,617	–57.0	2,236	7,381	73,948	+82.7	77.6
Kansas.....	893	+6.0	872	21	2,402	+45.1	5.8
Missouri.....	5,167	–47.1	781	4,386	11,948	–6.0	12.4
Oklahoma.....	5,038	+113.8	367	4,671	8,958	–19.2	26.3
<b>Region X:</b>							
Louisiana.....	249	–42.8	10	239	1,683	+35.8	2.9
New Mexico.....	834	+3.0	381	453	2,497	–46.5	23.1
Texas.....	43,137	–12.8	409	42,728	137,694	–7.9	41.5
<b>Region XI:</b>							
Arizona.....	1,480	–6.0	165	1,315	26,621	+52.1	61.0
Colorado.....	6,142	+25.5	3,682	2,460	9,435	+12.8	34.4
Idaho.....	11,819	+157.3	2,821	8,998	16,474	+72.9	61.2
Montana.....	1,198	+8.8	862	336	3,842	+22.5	29.8
Utah.....	1,465	–3.0	1,366	99	2,106	–14.1	17.7
Wyoming.....	257	+82.1	252	5	821	+15.0	9.9
<b>Region XII:</b>							
California.....	7,601	+171.6	2,377	5,224	22,572	+137.7	10.6
Nevada.....	331	–9.3	310	21	1,070	+7.3	11.2
Oregon.....	24,753	+4.1	1,011	23,742	35,962	+10.1	43.6
Washington.....	8,661	–21.2	2,688	5,973	13,419	–14.2	22.1
<b>Territories:</b>							
Alaska.....	4	(1)	4	0	20	(1)	.4
Hawaii.....	267	+94.9	267	0	323	+98.2	5.2

<sup>1</sup> Not computed, because less than 50 placements were made in either period.

<sup>2</sup> Increase of more than 1,000 percent.

<sup>3</sup> Excludes 2,023 supplementary placements made in cooperation with the Arkansas State Employment Service in May and June and included in data for Arkansas.

<sup>4</sup> Excludes 7,006 supplementary placements made in cooperation with the Arkansas State Employment Service in May and June and included in data for Arkansas.

raw materials. Referrals expanded because the close of the regular school year made available a considerable number of new candidates for defense training and also freed school facilities for use as summer training centers.

Public employment offices placed 6,128 trainees in regular jobs and referred 29,988 persons to training courses during June (table 4). The success of public employment offices in finding employment for trainees has been steadily increasing; placements during the last half of the fiscal year were nearly three times as numerous as in the first 6 months. Approximately two-thirds of all placements and one-half of all referrals made by employment service offices during the first year were concentrated in five States—California, Connecticut, New Jersey, New York, and Pennsylvania. Placements through other channels, reported by local WPA offices and vocational schools, totaled 8,725 during June and 59,923 during the past year. Alaska was the only jurisdiction in which the program had not been established during the year.

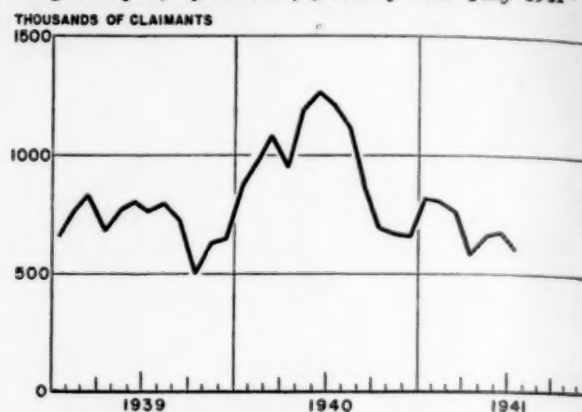
The decline in placements during June occurred chiefly in Kansas, where placements dropped from 1,162 to 638 because aircraft plants sharply reduced their hiring in anticipation of raw-material

**Table 4.—Placements of trainees from pre-employment refresher courses, by specified characteristic, June 1941 and January-June 1941**

[Corrected to Aug. 6, 1941]

Characteristic	Placements	
	June 1941	January-June 1941
Total.....	6,128	32,430
Age (years):		
Under 21.....	1,775	7,975
21-24.....	1,655	9,291
25-44.....	2,369	13,438
45 and over.....	329	1,721
Unspecified.....	0	5
Race:		
White.....	6,057	32,161
Negro and other.....	71	264
Unspecified.....	0	5
Type of course taken:		
Aviation services.....	2,682	12,454
Drafting and blueprinting.....	59	478
Machine shop.....	2,228	12,932
Sheet-metal work.....	258	1,752
Welding.....	359	1,685
All other.....	542	3,129
Occupation in which placed:		
Professional and managerial.....	65	457
Clerical and sales.....	114	626
Service.....	67	320
Agricultural, fishery, and forestry.....	10	61
Skilled.....	1,794	10,870
Semiskilled.....	3,251	15,367
Unskilled.....	825	3,759
Unspecified.....	2	970

**Chart 3.—Average weekly number of claimants drawing benefits, by month, January 1939-July 1941<sup>1</sup>**



<sup>1</sup> Benefits not payable in Illinois and Montana until July 1939.

shortages. Nevertheless, as in the preceding month, Kansas, with California and New York—which made 1,200 and 1,300 placements, respectively—accounted for more than half of all trainee placements.

Of the trainees placed during the first year of the program, 44 percent had taken machine-shop instruction and 35 percent had enrolled in aviation-service courses; sheet-metal and welding courses had each turned out 5 percent. Although placements from all these courses declined in June, the proportion of the total comprised by trainees from aviation-service courses increased from 42 percent in May to 44 percent, and those from machine-shop courses advanced from 34 to 36 percent. June was the second consecutive month in which placements from aviation-service courses exceeded those from machine-shop courses. The rapid rise of the former—from 23 percent of all placements in the first 6 months to 38 percent in the January-June period—has been countered by a drop from 55 to 44 percent in machine-shop placements.

A greater proportion of trainees were placed in semiskilled and unskilled jobs, with a consequent lowering of the proportion of those entering skilled occupations.

Type of occupation in which placed	Percent of total placements	
	July-December 1940	January-June 1941
Total.....	100	100
Skilled.....	42	34
Semiskilled.....	42	47
Unskilled.....	9	12
Other.....	7	7



This trend was even more apparent in June, when 53 percent of the placements were in semiskilled occupations, in contrast to 46 percent in May, while skilled jobs dropped from 36 to 29 percent of the total.

A comparison of the age distribution of trainees placed during the same two periods indicates the growing extent of employer preference for persons over 25 years of age.

Age group (years)	Percentage distribution	
	July-December 1940	January-June 1941
Total.....	100	100
Under 21.....	35	25
21-24.....	27	29
25-44.....	30	41
45 and over.....	8	5
Unspecified.....	8	0

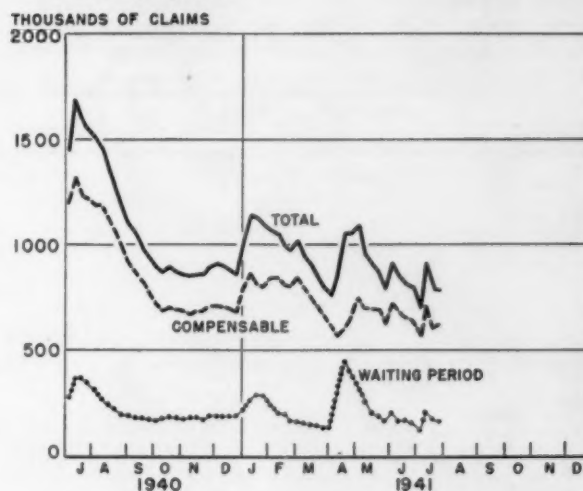
The only significant interruption in this tendency occurred in June, when the proportion of placements of trainees under 21 years of age increased to 29 percent, from 23 percent in May, while trainees aged 25-44 years obtained only 39 percent of all jobs as against 45 percent the month before. In actual numbers, placements during June increased only for the age group under 21.

#### Insurance Activities

The amount of unemployment benefits paid in July declined slightly below the previous month; however, the number of continued claims received during the month increased for the first time since April. An 11-percent increase in waiting-period claims, however, indicated that the hitherto growing gap between the volume of benefit claims and payments in 1941 as compared with those in the corresponding months of 1940 might be lessened in August. The initiation of new benefit years by claimants in many States, separations in various fields of seasonal employment, and an increasing volume of lay-offs in nondefense industries because of lack of materials and equipment were responsible for the gain.

More than 752,500 workers received at least one benefit check during the month, compared with more than 1.4 million in July 1940. The number of claims and weeks compensated and the amount of benefit payments this July were approximately 50 percent below the figures for the same month of 1940.

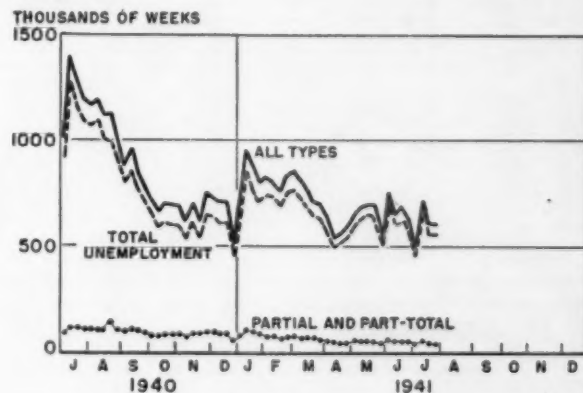
Chart 4.—Number of waiting-period and compensable continued claims received, for weeks ended in July 1940-July 1941



**Weeks compensated.**—Benefit payments in July compensated workers for more than 2.7 million weeks of unemployment (table 5). As in the past 5 months, approximately 92 percent of all weeks compensated were for total unemployment. Delaware, Illinois, and Wyoming were the only States in which a fifth or more of all weeks compensated were for partial and part-total unemployment.

**Benefit payments.**—The \$29.3 million paid in benefits during July brought total disbursements for 1941 to \$226 million, one-third below the level of the first 7 months of 1940 (table 5). Sixteen jurisdictions, including the major industrial States of Connecticut, Indiana, and Michigan, did not share in the 4-percent decline from June. Only

Chart 5.—Number of weeks compensated, by type of unemployment, for weeks ended in July 1940-July 1941



in the District of Columbia did 1941 payments exceed benefits paid out during the comparable period of 1940.

*Claims received.*—Although, for the country as

a whole, virtually as many continued claims (3.6 million) were received in July as in June, sharp increases or decreases were reported for most States (table 5). Increases ranging from less than

Table 5.—Continued claims received, weeks compensated, and benefits paid, by State, July 1941

[Corrected to Aug. 23, 1941]

Social Security Board region and State	Continued claims <sup>1</sup>			Weeks compensated					Benefits paid				
	Number	Percent-age change from June	Compensable	Number	Percent-age change from June	Type of unemployment			Amount <sup>1</sup>	Percent-age change from June	Type of unemployment		
						Total	Partial and part-total combined <sup>2</sup>	Partial only <sup>3</sup>			Total	Partial and part-total combined <sup>2</sup>	Partial only <sup>3</sup>
Total.....	3,623,400	+1.3	2,852,548	2,744,966	-4.4	2,533,254	211,712		\$29,293,121	-4.0	\$27,733,756	\$1,533,155	
Region I:													
Connecticut.....	25,127	+43.3	16,096	14,245	+11.1	12,885	1,360	1,345	144,101	+17.0	134,097	9,746	\$9,653
Maine.....	16,400	-22.1	14,379	15,069	-16.9	12,845	2,224	1,349	108,459	-14.4	93,987	14,472	8,128
Massachusetts.....	206,061	-7.9	171,234	177,949	-6	171,237	6,712	5,969	1,766,664	-2	1,728,810	35,412	30,560
New Hampshire.....	10,210	-46.2	8,718	9,199	-22.9	8,072	1,127	1,044	70,429	-23.2	64,922	5,507	4,980
Rhode Island.....	37,256	-18.3	33,383	33,383	-19.9	29,159	4,224	( <sup>4</sup> )	326,193	-20.0	304,270	21,923	( <sup>4</sup> )
Vermont.....	2,456	-10.0	1,902	1,911	-16.9	1,719	192	139	15,309	-20.8	14,308	973	620
Region II:													
New York.....	891,775	-3.4	718,895	734,420	( <sup>4</sup> )	734,420	( <sup>4</sup> )	( <sup>4</sup> )	8,418,439	-3	8,418,439	( <sup>4</sup> )	( <sup>4</sup> )
Region III:													
Delaware.....	4,010	+4.4	3,502	3,431	+7.9	2,583	848	781	29,902	+13.4	24,738	5,087	4,653
New Jersey.....	147,938	+6.6	115,900	103,267	-3.9	88,787	14,480	( <sup>4</sup> )	1,164,533	-2.4	1,067,344	96,226	( <sup>4</sup> )
Pennsylvania.....	256,861	+20.9	167,794	140,569	-2.7	140,569	( <sup>4</sup> )	( <sup>4</sup> )	1,501,379	-5.5	1,501,379	( <sup>4</sup> )	( <sup>4</sup> )
Region IV:													
Dist. of Col.....	15,358	+2.7	13,044	12,068	-7.2	11,366	612	58	148,331	-7.0	140,867	8,838	642
Maryland.....	56,763	-5.8	52,051	49,393	-10.8	43,865	5,528	5,223	544,730	-8.5	505,289	39,355	36,831
North Carolina.....	68,602	+25.1	54,856	49,768	+6	47,631	2,137	1,764	317,784	+8.8	309,728	7,946	5,890
Virginia.....	50,619	-12.9	45,575	44,964	-16.3	43,240	1,724	640	353,300	-12.6	342,989	10,258	8,317
West Virginia.....	42,791	-9.2	39,920	38,745	-8.5	32,511	6,234	6,080	372,057	-12.2	320,550	51,507	50,595
Region V:													
Kentucky.....	21,192	+4.5	18,988	37,976	+12.4	33,926	4,050	1,958	265,033	+12.8	246,965	17,596	8,430
Michigan.....	146,463	+123.3	94,038	77,743	+36.6	75,510	2,233	2,075	969,636	+54.7	952,141	17,495	16,099
Ohio.....	117,732	-20.6	81,001	78,124	-28.8	68,309	9,815	( <sup>4</sup> )	695,215	-33.1	646,043	45,774	( <sup>4</sup> )
Region VI:													
Illinois.....	262,626	-21.5	233,567	233,000	-17.4	185,302	47,698	29,711	2,771,389	-19.8	2,378,610	386,676	228,582
Indiana.....	45,894	+28.2	31,348	31,290	+19.6	26,884	4,406	( <sup>4</sup> )	338,989	+31.4	313,437	25,476	( <sup>4</sup> )
Wisconsin.....	33,133	+73.5	19,378	17,269	+51.0	16,320	949	309	205,329	+82.8	198,183	7,146	1,960
Region VII:													
Alabama.....	51,913	-3.9	38,710	38,243	+9	35,728	2,515	435	290,104	( <sup>4</sup> )	255,213	13,655	2,043
Florida.....	90,710	+64.4	64,421	57,872	+47.3	51,983	5,889	( <sup>4</sup> )	579,362	+42.5	537,336	42,026	( <sup>4</sup> )
Georgia.....	49,868	+13.4	34,122	34,115	+6.9	32,718	1,397	752	247,864	+9.0	240,039	7,825	4,640
Mississippi.....	22,430	+4.7	18,504	18,365	+6.2	16,973	1,392	935	149,748	+4.9	141,804	7,943	5,020
South Carolina.....	27,809	+35.4	21,742	18,291	+11.0	16,176	2,115	591	128,044	+11.3	117,519	10,444	2,614
Tennessee.....	67,633	+15.9	56,539	48,284	+7.1	46,803	1,481	304	395,003	+8.2	385,903	9,100	1,731
Region VIII:													
Iowa.....	23,760	-6.4	17,012	16,919	-13.2	13,990	2,929	962	146,674	-12.4	129,469	17,036	5,098
Minnesota.....	38,940	-8.5	32,880	32,079	-12.0	28,345	3,734	2,512	310,899	-11.6	281,799	29,100	19,866
Nebraska.....	8,029	-7.6	6,463	6,281	-14.5	5,687	594	264	54,350	-14.9	50,213	4,137	1,528
North Dakota.....	3,057	-23.6	2,620	2,538	-28.1	2,169	369	220	23,139	-27.3	20,328	2,811	1,377
South Dakota.....	3,970	-15.0	3,531	3,504	-10.8	3,188	316	( <sup>4</sup> )	24,974	-1.8	23,231	1,708	( <sup>4</sup> )
Region IX:													
Arkansas.....	28,032	-32.0	17,445	17,445	-52.9	16,776	669	33	129,706	-52.8	126,459	3,195	153
Kansas.....	17,127	+1.6	13,428	13,089	-8.8	11,816	1,273	628	122,123	-8.1	113,921	8,202	3,693
Missouri.....	63,854	+12.3	44,611	35,020	-13.4	30,897	4,123	3,584	296,393	-9.8	276,404	19,985	16,365
Oklahoma.....	23,604	-14.5	18,767	17,957	-20.9	15,863	2,094	117	171,531	-28.3	156,310	15,221	791
Region X:													
Louisiana.....	100,815	+35.8	66,746	60,348	+8.7	56,906	3,442	( <sup>4</sup> )	564,757	+5.2	539,847	24,456	( <sup>4</sup> )
New Mexico.....	7,178	-12.8	6,280	5,487	-21.2	5,110	377	146	47,545	-21.5	44,694	2,836	967
Texas.....	103,011	+6.8	87,300	60,270	-7.7	52,061	8,209	265	455,955	-7.8	416,013	38,848	1,094
Region XI:													
Arizona.....	8,303	+24.2	6,786	6,500	+30.3	6,155	345	1	71,002	+36.6	68,088	2,914	1
Colorado.....	18,722	-14.5	16,355	16,305	-19.5	13,864	2,441	1,734	164,997	-20.2	146,389	18,550	12,518
Idaho.....	7,183	-12.2	5,281	4,383	-40.0	4,088	295	38	41,110	-43.8	38,857	2,253	328
Montana.....	14,737	-21.2	12,482	11,464	-24.2	11,464	( <sup>4</sup> )	( <sup>4</sup> )	124,745	-25.2	124,745	( <sup>4</sup> )	( <sup>4</sup> )
Utah.....	9,005	+50.9	5,546	5,489	+11.0	5,020	469	178	69,108	+27.4	65,187	3,921	1,306
Wyoming.....	2,985	-40.4	2,263	2,432	-37.4	1,757	675	502	28,490	-38.6	22,442	6,048	4,278
Region XII:													
California.....	316,144	+7	272,641	267,183	-3.3	226,477	40,706	25,511	3,653,778	-2.6	3,273,927	370,854	214,976
Nevada.....	3,956	-16.4	3,443	3,090	-22.6	2,745	345	73	39,924	-22.0	36,347	3,577	649
Oregon.....	18,329	-7.8	15,778	14,388	+12.7	11,695	2,693	1,884	171,602	+19.8	149,123	22,267	14,856
Washington.....	30,206	-20.1	23,055	21,727	-19.7	17,555	4,172	2,233	257,218	-19.5	218,982	38,236	20,907
Territories:													
Alaska.....	1,890	-42.7	1,435	1,417	-23.1	1,384	33	0	19,768	-23.6	19,419	349	0
Hawaii.....	912	-58.0	793	758	-57.6	691	67	60	7,007	-37.8	6,682	325	269

<sup>1</sup> Waiting-period claims are represented by difference between total number and number of compensable claims.

<sup>2</sup> Benefits for partial and part-total unemployment are not provided by State law in Montana, New York, and Pennsylvania.

<sup>3</sup> Includes supplemental payments, not classified by type of unemployment.

<sup>4</sup> Data for partial unemployment included with data for part-total unemployment.

<sup>5</sup> Increase of less than 0.05 percent.

1 to 74 percent occurred in 21 States, and in Michigan, where large lay-offs were made by

**Table 6.—Continued claims received for all types of unemployment,<sup>1</sup> by State, for weeks ended in July 1941**

[In thousands; data corrected to Aug. 18, 1941]

Social Security Board region and State	Weekly average		Number for week ended:			
	Number	Percentage change from June	July 5	July 12	July 19	July 26
<b>Type of unemployment:</b>						
All types	797.4	-5.4	703.7	914.0	786.0	755.9
Total only	730.2	-5.0	643.8	841.1	719.5	716.7
Partial and part-total	67.2	-9.3	59.9	72.9	66.5	69.2
<b>All types</b>						
<b>Region I:</b>						
Connecticut	5.4	+27.0	3.5	6.6	5.9	5.4
Maine	3.8	-24.0	3.6	4.4	3.7	3.6
Massachusetts	44.9	-10.8	45.9	47.0	44.3	42.5
New Hampshire	2.5	-42.9	2.8	2.8	2.3	2.0
Rhode Island	8.8	-17.2	8.9	8.6	9.8	7.6
Vermont	.6	-12.1	.5	.7	.6	.5
<b>Region II:</b>						
New York	202.3	-7.7	200.9	225.3	196.6	186.4
<b>Region III:</b>						
Delaware	.9	-7.0	.7	1.1	.9	.8
New Jersey	31.9	-3.3	25.1	36.4	33.2	32.9
Pennsylvania	54.9	+10.5	39.0	90.8	45.9	44.0
<b>Region IV:</b>						
Dist. of Col.	3.1	-12.0	2.4	3.3	3.4	3.5
Maryland	12.6	-11.9	12.9	13.1	12.5	11.9
North Carolina	14.9	+12.8	8.9	19.2	15.8	15.6
Virginia	11.3	-20.4	8.4	15.0	11.3	10.5
West Virginia	9.5	-15.0	9.9	9.6	9.7	8.9
<b>Region V:</b>						
Kentucky	4.5	-9.7	3.9	5.5	4.3	4.5
Michigan	25.3	+67.6	15.1	17.1	28.6	40.4
Ohio	32.7	+12.4	46.5	32.2	26.0	26.3
<b>Region VI:</b>						
Illinois	58.0	-28.0	52.6	65.6	57.7	56.2
Indiana	9.5	+10.1	6.5	10.1	9.0	12.5
Wisconsin	6.9	+54.6	4.5	6.9	8.0	8.1
<b>Region VII:</b>						
Alabama	11.4	-12.2	7.5	14.3	12.1	11.9
Florida	19.1	+45.9	11.8	22.2	20.0	22.2
Georgia	11.0	+4.8	7.8	13.3	11.6	11.2
Mississippi	5.0	+5	4.0	6.2	5.1	4.8
South Carolina	5.7	+14.0	3.6	6.3	6.2	6.8
Tennessee	14.7	+6.0	12.6	16.4	13.8	16.0
<b>Region VIII:</b>						
Iowa	5.0	-18.6	3.6	6.8	5.1	4.6
Minnesota	8.7	-12.5	8.5	10.0	8.5	8.0
Nebraska	1.8	-15.6	1.6	1.9	1.8	1.7
North Dakota	.7	-25.6	.7	.7	.7	.6
South Dakota	.9	-15.6	.9	1.2	.9	.8
<b>Region IX:</b>						
Arkansas	5.8	-40.0	6.2	6.0	3.7	7.2
Kansas	3.7	-10.5	3.4	3.9	3.7	3.9
Missouri	13.1	-7.3	9.4	15.0	13.9	14.2
Oklahoma	5.2	-21.6	4.5	6.0	5.2	4.8
<b>Region X:</b>						
Louisiana	21.9	+22.4	10.2	27.7	24.5	25.2
New Mexico	1.6	-19.9	1.1	2.0	1.6	1.6
Texas	22.5	-8	20.7	22.9	22.7	23.5
<b>Region XI:</b>						
Arizona	1.8	-11.4	1.2	2.2	1.9	1.8
Colorado	4.2	-20.5	3.4	5.6	4.2	3.7
Idaho	1.6	-16.6	1.3	2.0	1.6	1.5
Montana	3.2	-29.4	2.8	3.8	2.8	3.4
Utah	1.8	+27.2	1.2	1.2	2.3	2.6
Wyoming	.7	-39.8	.6	.9	.6	.7
<b>Region XII:</b>						
California	60.6	-7.1	62.0	79.1	60.6	67.6
Nevada	.9	-19.1	.9	1.0	.9	.8
Oregon	4.1	-15.7	3.2	5.4	4.2	3.5
Washington	6.7	-26.8	5.5	8.1	6.6	6.5
<b>Territories:</b>						
Alaska	.5	-43.3	.4	.4	.5	.5
Hawaii	.2	-58.3	.3	.2	.2	.2

<sup>1</sup> Represents claims for total, partial, and part-total unemployment.  
<sup>2</sup> Does not provide benefits for partial and part-total unemployment.

automobile plants, receipts more than doubled; the declines ranged from 3 to 58 percent. Con-

**Table 7.—Average weekly number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by State, July 1941**

[Corrected to Aug. 20, 1941]

Social Security Board region and State	Claimants receiving benefits <sup>1</sup>		Claimants receiving first payments		Claimants exhausting benefit rights	
	Average weekly number	Percentage change from June	Number	Percentage change from June	Number	Percentage change from June
<b>Total</b>	611,067	-10.5	268,209	+6.5	150,603	+54.7
<b>Region I:</b>						
Connecticut	2,924	-3.6	5,303	+276.1	454	-54.9
Maine	3,329	-23.2	1,072	-31.1	761	+265.9
Massachusetts	37,388	-11.7	15,651	-3.9	7,580	+57.7
New Hampshire	2,048	-29.1	581	-45.1	670	+72.2
Rhode Island	7,898	-17.7	3,306	-5	3,527	+1.6
Vermont	432	-22.3	161	-11.0	119	-12.5
<b>Region II:</b>						
New York	167,068	-2.9	56,552	-10.8	50,444	( <sup>2</sup> )
<b>Region III:</b>						
Delaware	734	-4.7	495	+32.7	227	-13.0
New Jersey	22,450	-13.9	12,703	-4.9	5,260	-18.8
Pennsylvania	30,801	-12.1	16,483	-4.3	9,520	-7.0
<b>Region IV:</b>						
Dist. of Col.	2,550	-18.2	746	-3.6	637	+11.6
Maryland	10,928	-20.4	4,750	+6.9	3,427	-6.3
North Carolina	11,048	-7.4	5,739	+74.8	2,588	+27.2
Virginia	10,078	-22.1	2,712	-26.1	2,627	+9.5
West Virginia	8,643	-14.8	2,845	-18.1	719	( <sup>2</sup> )
<b>Region V:</b>						
Kentucky	8,092	-4.2	2,285	-25.6	1,172	+2.9
Michigan	15,370	+8.0	19,343	+355.7	2,634	+15.9
Ohio	24,099	+24.7	6,380	-28.0	3,137	-21.6
<b>Region VI:</b>						
Illinois	51,421	-24.8	23,075	-23.5	14,433	+89.3
Indiana	6,536	+3.1	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Wisconsin	3,190	+14.2	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
<b>Region VII:</b>						
Alabama	8,507	-6.3	2,676	-3.4	1,199	+7.1
Florida	12,266	+30.7	8,711	+136.8	2,122	+18.3
Georgia	7,592	+4	2,600	+1.2	1,511	-13.8
Mississippi	4,096	-1.5	1,592	+12.1	853	+10.3
South Carolina	3,973	-3	2,123	+59.9	632	-14.6
Tennessee	10,444	-3.8	4,807	+21.9	1,683	-13.8
<b>Region VIII:</b>						
Iowa	3,746	-18.5	1,722	-4	1,224	-8.1
Minnesota	7,156	-18.0	2,382	-5.0	1,830	-5.7
Nebraska	1,570	-21.8	532	+15.9	363	-23.0
North Dakota	583	-32.2	168	-39.8	127	-9.5
South Dakota	806	-15.9	209	+4.5	377	( <sup>2</sup> )
<b>Region IX:</b>						
Arkansas	3,361	-60.9	6,708	+284.4	280	-79.9
Kansas	2,008	-17.2	1,225	-12.2	554	-11.1
Missouri	7,453	-24.1	5,654	-2.6	2,466	-34.3
Oklahoma	3,947	-32.8	2,314	-16.6	1,730	-28.5
<b>Region X:</b>						
Louisiana	12,894	-2.4	9,070	+75.2	3,695	-17.4
New Mexico	1,303	-19.0	551	+15.5	235	-21.7
Texas	13,292	-15.2	7,173	+8.7	4,541	-7.5
<b>Region XI:</b>						
Arizona	1,432	+19.5	881	+30.3	291	-54.5
Colorado	3,790	-22.1	1,129	-45.7	598	-9.5
Idaho	996	-43.8	612	+45.4	308	-25.8
Montana	2,516	-31.9	820	+3.0	629	-26.9
Utah	970	-19.3	2,175	+467.9	155	-54.1
Wyoming	559	-40.7	217	-56.2	1,182	+80.7
<b>Region XII:</b>						
California	58,857	-14.8	17,522	-1.0	9,511	-9.5
Nevada	674	-30.8	227	-21.4	184	-11.1
Oregon	3,320	+4.0	2,112	+42.1	1,232	+53.8
Washington	4,614	-31.8	1,835	-6.7	1,036	-28.8
<b>Territories:</b>						
Alaska	340	-24.1	119	-67.1	44	+22.2
Hawaii	177	-59.5	61	-36.4	66	( <sup>2</sup> )

<sup>1</sup> Represents average number of weeks of unemployment compensated during weeks ended within month.  
<sup>2</sup> Excludes Indiana and Wisconsin.  
<sup>3</sup> Excludes Indiana, Wisconsin, and Hawaii.  
<sup>4</sup> Represents claimants exhausting benefit rights under uniform-duration provisions of State law.  
<sup>5</sup> Not computed for States with uniform-duration provisions and uniform benefit years beginning Apr. 1 in which few or no exhaustions occurred in June.  
<sup>6</sup> Data not comparable.



tinued claims averaged 797,000 weekly, 5.4 percent below the preceding month and the lowest monthly average on record. The number of persons filing claims increased to 914,000 in the second week ended within the month and then dropped to 786,000 in the last week of the month.

*Average number of claimants.*—An average weekly total of 611,000 workers received benefits in July (table 7), 609,000 fewer than in July a year ago. This average represented a decrease of more than 10 percent from June; most States shared in the decline, with Arkansas and Hawaii reporting the greatest reductions—approximately 60 percent. Increases over June occurred in 8 States, with the sharpest advance (31 percent) in Florida. California, Illinois, Massachusetts, New York, and Pennsylvania accounted for more than half of all benefit recipients in July. The

10 leading industrial States, including these 5, issued payments to more than two-thirds of the total number of claimants receiving benefits.

*Status of funds.*—With \$147 million received in July, unemployment compensation tax collections deposited in State clearing accounts during the first 7 months of 1941 totaled \$613.7 million (table 8). This amount was more than \$76 million above collections for January–July 1940. Increases over last year were reported by 37 of the 48 States submitting comparable data for both 7-month periods. In Michigan and New Jersey collections were 30 percent and in Ohio 36 percent above January–July 1940; 10 other States reported increases of more than 20 percent. On the other hand, collections were 21 to 32 percent lower in Minnesota, Nebraska, South Dakota, and Texas. These reductions were mainly attrib-

**Table 8.—Collections deposited in State clearing accounts, January–July 1941, and funds available for benefits as of July 31, 1941, by State**

[In thousands; data corrected to Aug. 28, 1941]

Social Security Board region and State	Collections deposited January–July 1941 <sup>1</sup>		Transfers to railroad un- employment insurance account, as of July 31, 1941	Funds available for benefits, as of July 31, 1941 <sup>2</sup>	Social Security Board region and State	Collections deposited January–July 1941 <sup>1</sup>		Transfers to railroad un- employment insurance account, as of July 31, 1941	Funds available for benefits, as of July 31, 1941 <sup>2</sup>
	Amount	Percentage change from January– July 1940				Amount	Percentage change from January– July 1940		
Total.....	\$613,727	+14.4	\$105,901	\$2,222,037	Region VII:—Con.				
Region I:					Mississippi.....	\$2,383	+26.7	\$642	\$5,390
Connecticut.....	16,067	+25.6	792	57,524	South Carolina.....	3,581	+27.4	691	14,322
Maine.....	3,304	+16.0	255	6,337	Tennessee.....	6,318	+28.1	1,527	17,888
Massachusetts.....	23,094	+9.1	2,313	92,782	Region VIII:				
New Hampshire.....	2,186	+11.2	238	7,562	Iowa.....	4,332	-2.1	2,122	19,167
Rhode Island.....	7,701	+25.3	182	17,193	Minnesota.....	5,752	-21.0	2,517	24,911
Vermont.....	1,150	( <sup>3</sup> )	327	4,035	Nebraska.....	1,378	-32.1	1,682	9,813
Region II:					North Dakota.....	486	-1.0	577	2,190
New York.....	92,554	+15.4	6,858	253,834	South Dakota.....	518	-27.2	403	3,440
Region III:					Region IX:				
Delaware.....	1,862	+8.1	461	8,554	Arkansas.....	2,057	-1.0	1,088	7,162
New Jersey.....	35,038	+30.1	4,269	159,670	Kansas.....	3,733	+13.4	2,725	16,701
Pennsylvania.....	49,715	+6.0	6,699	166,317	Missouri.....	16,513	+16.9	4,871	72,533
Region IV:					Oklahoma.....	4,024	-1.5	1,001	19,280
Dist. of Col.....	3,605	( <sup>3</sup> )	790	22,145	Region X:				
Maryland.....	11,238	+23.1	1,195	29,688	Louisiana.....	7,227	( <sup>3</sup> )	1,180	21,186
North Carolina.....	8,225	+24.8	1,103	31,083	New Mexico.....	997	+5.5	515	2,935
Virginia.....	5,815	-1.1	2,454	23,354	Texas.....	8,953	-30.1	4,227	60,681
West Virginia.....	6,169	+2.8	1,002	23,324	Region XI:				
Region V:					Arizona.....	1,544	+5.9	338	4,197
Kentucky.....	6,672	+5.2	2,752	34,966	Colorado.....	2,930	-1.0	1,828	11,307
Michigan.....	48,404	+29.5	1,932	112,972	Idaho.....	1,260	+4.8	373	2,743
Ohio.....	42,435	+35.5	8,535	197,827	Montana.....	1,705	-8.2	1,186	5,067
Region VI:					Utah.....	2,167	+10.8	517	5,423
Illinois.....	46,245	+3.9	13,841	220,230	Wyoming.....	817	+7.5	602	2,408
Indiana.....	18,677	+24.1	3,190	60,215	Region XII:				
Wisconsin.....	6,460	+1.0	1,964	62,702	California.....	62,241	+16.4	7,804	185,283
Region VII:					Nevada.....	695	+14.9	357	1,255
Alabama.....	6,428	+10.6	.....	21,866	Oregon.....	5,085	+15.0	590	13,415
Florida.....	5,307	+29.4	1,509	14,937	Washington.....	9,314	+19.2	1,675	27,796
Georgia.....	5,645	+8.7	2,439	27,470	Territories:				
					Alaska.....	332	+28.3	13	1,389
					Hawaii.....	1,389	+11.9	80	7,979

<sup>1</sup> Represents contributions plus such penalties and interest collected from employers and contributions from employees as are available for benefit payments. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent of taxable wages are collected in all States except Michigan, where rate is 3 percent. Employee contributions of 1.5 percent of taxable wages are collected in Rhode Island and of 1 percent in Alabama, California, Kentucky, and New Jersey. Contributions are collected on monthly basis in North Carolina, West Virginia, and Wisconsin. All other States collect, either wholly or in part, on quarterly basis.

<sup>2</sup> Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury. Figures are adjusted for transfers to railroad unemployment insurance account.

<sup>3</sup> Excludes District of Columbia, Louisiana, and Vermont.

<sup>4</sup> Not computed, because data for States that shifted either wholly or in part from a monthly to a quarterly contribution basis during 1940 or 1941 are not comparable.

utable to modifications in tax rates under the operation of experience-rating provisions in the laws of these States.

Funds available for benefit payments increased \$117 million to more than \$2.2 billion at the end of July.

#### Interstate Claims, Second Quarter, 1941

Out-of-State movement of workers seeking jobs in expanding industrial areas was materially reduced in April-June 1941 as a result of the rise in employment, greater use of the Nation's public employment offices, and fuller utilization by industry of local sources of labor. The volume of both interstate and intrastate total unemployment, as reflected by unemployment compensation data, was lower than in any quarter since data on total claims were first collected in January 1940. However, although smaller in absolute volume, interstate migration of workers was relatively higher than in the same period of 1940, in relation to the volume of intrastate claims for total unemployment. The tabulation below indicates these trends.

Quarter	Interstate claims	Intrastate claims	Number of interstate claims per 100 intrastate claims
1940			
January-March.....	547,501	11,285,206	4.9
April-June.....	557,257	13,011,187	4.3
July-September.....	557,450	12,232,551	4.6
October-December.....	478,848	7,490,908	6.4
1941			
January-March.....	557,550	8,648,882	6.4
April-June.....	455,518	7,240,194	6.3

Decreases from the number of weeks of interstate unemployment compensated in the second quarter of 1940 were reported by all but seven States. Delaware, Indiana, and Michigan compensated fewer than half as many weeks as a year ago. Declines of more than 40 percent were also reported in Connecticut, South Carolina, Vermont, and Washington. On the other hand, the District of Columbia compensated 45 percent more weeks than in April-June 1940 (table 9).

Few States handled equivalent numbers of interstate claims both as agent and as liable State. A majority of the States—28 in number—forwarded more claims as agent State than they compensated as liable State. In several, there was a marked difference between the volumes of

claims transmitted and the number received for payment. Alaska compensated as liable State more than 10 times the number of claims for weeks of unemployment forwarded as agent State. Illinois, Montana, Nevada, New York, and Wyoming compensated more than twice as many claims as they transmitted. In the preceding quarter, high ratios of liable to agent claims were also reported by these States. In Colorado, New

Chart 6.—Number of weeks compensated as liable and as agent State, April-June 1941

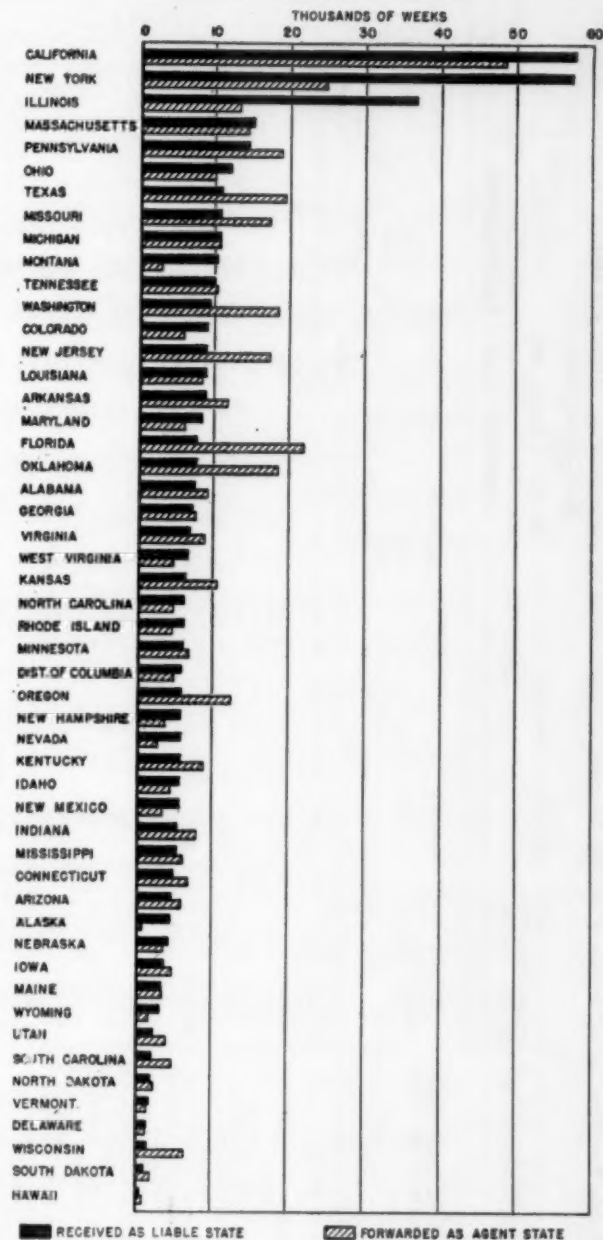


Table 9.—Number of weeks of unemployment compensated by payments on interstate claims<sup>1</sup> received as liable State from agent State,<sup>2</sup> by State,  
April—June 1941

[Corrected to Aug. 12, 1941]

Social Security Board region and liable State	Social Security Board region and agent State																										
	Region I					Region II		Region III			Region IV					Region V			Region VI			Region VII					
Total	Conn.	Maine	Mass.	N. H.	R. I.	Vt.	N. Y.	Del.	N. J.	Pa.	D. C.	Md.	N. C.	Va.	W. Va.	Ky.	Mich.	Ohio	Ill.	Ind.	Wis.	Ala.	Fla.	Ga.	Miss.	S. C.	Tenn.
455,518	6,598	3,287	14,362	3,389	4,350	1,334	24,931	1,173	17,332	18,944	4,845	6,035	4,482	8,972	4,802	8,703	10,558	10,040	13,217	7,928	6,282	9,017	21,943	7,478	6,022	4,747	10,154
4,886	48	1,033	43	216	20	2,082	2,082	12	248	206	27	52	12	39	9	14	13	73	21	15	11	10	283	34	7	12	20
3,219	1,442	1,308	729	700	324	3,045	3,045	0	66	33	31	103	38	175	42	0	19	8	0	17	0	8	48	87	14	0	0
15,114	1,442	1,308	729	700	324	3,045	3,045	0	66	33	31	103	38	175	42	0	19	8	0	17	0	8	48	87	14	0	0
6,802	177	1,128	2,674	126	389	829	829	13	218	48	66	94	0	10	0	0	27	46	3	36	3	25	14	294	14	1	35
1,679	59	108	411	344	18	472	472	25	25	25	0	0	0	0	0	0	27	46	3	36	3	25	14	294	14	1	35
67,496	3,048	432	3,886	283	826	409	182	10	100	7,966	1,400	1,387	631	1,204	350	280	1,181	1,608	1,621	317	190	710	8,203	750	95	831	305
1,361	0	0	0	0	0	0	114	10	100	7,966	1,400	1,387	631	1,204	350	280	1,181	1,608	1,621	317	190	710	8,203	750	95	831	305
8,923	270	52	301	37	73	53	2,342	197	100	517	82	345	64	60	108	166	106	166	126	156	54	23	40	58	14	4	6
14,533	275	22	214	15	38	13	3,076	309	3,790	641	1,434	215	728	145	360	575	105	432	1,146	1,309	183	87	79	700	67	23	115
5,851	25	18	89	10	27	5	1,040	312	414	1,972	883	219	241	866	175	88	50	253	109	53	9	206	551	52	23	160	138
8,279	10	0	25	9	5	4	421	26	118	256	219	241	866	175	88	50	253	109	53	9	206	551	52	23	160	138	
6,754	1	12	45	2	10	0	477	11	110	414	1,972	883	219	241	866	175	88	50	253	109	53	9	206	551	52	23	160
6,536	0	0	20	0	3	1	236	9	39	603	76	329	896	1,186	332	432	232	232	332	205	161	143	82	4	156	92	40
5,600	8	0	12	0	0	0	148	0	18	60	12	24	150	332	432	232	232	332	205	161	143	82	4	156	92	40	37
12,180	40	6	92	0	16	0	814	6	165	408	21	44	31	61	210	575	1,066	1,130	899	570	40	200	262	68	62	35	643
36,789	40	19	268	10	22	4	1,263	1	201	696	97	129	45	112	187	782	2,757	1,309	899	570	40	200	262	68	62	35	643
5,191	13	16	14	0	0	0	94	15	12	110	7	6	15	71	61	930	458	294	1,255	2,931	1,988	364	1,392	129	213	56	1,026
1,260	0	0	0	0	1	0	58	0	15	11	4	1	0	0	2	14	214	29	271	40	0	3	40	13	7	0	0
7,263	0	11	39	0	3	0	242	14	36	190	16	21	75	119	57	109	225	180	179	116	55	819	1,471	650	173	821	0
7,496	42	27	223	62	48	24	1,037	7	289	347	38	100	180	126	40	107	170	188	285	149	149	1,814	1,546	92	703	716	0
7,089	28	5	45	9	0	0	237	7	37	53	37	53	37	53	227	24	137	128	170	168	19	0	1,005	1,877	99	21	101
5,034	0	0	0	0	0	0	75	0	7	17	0	12	49	15	0	46	26	19	168	19	0	1,005	1,877	99	21	101	0
1,834	0	0	0	0	0	0	141	0	20	28	44	24	430	86	17	3	8	31	13	0	9	98	141	510	16	15	19
3,555	0	0	0	0	0	0	143	5	59	52	73	76	240	378	152	1,064	577	233	540	293	32	1,191	466	652	1,044	218	0
10,042	18	0	28	0	3	2	143	5	59	52	73	76	240	378	152	1,064	577	233	540	293	32	1,191	466	652	1,044	218	0
4,115	2	0	0	0	0	0	96	0	22	41	17	4	2	11	0	31	179	41	393	110	1,150	13	123	11	4	0	10
1,905	0	0	0	0	0	0	16	0	0	0	0	0	0	0	0	4	1	5	28	3	33	5	10	2	27	0	5
1,049	0	0	0	0	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
8,607	0	0	0	0	0	0	74	1	0	14	22	16	8	4	12	120	223	22	252	114	28	223	50	16	638	11	925
6,295	0	0	0	0	0	0	48	0	0	14	2	0	0	0	12	23	25	21	108	51	2	0	37	7	10	0	10
10,738	16	0	21	0	2	1	139	0	21	47	23	10	9	56	39	21	219	55	1,038	130	66	63	87	60	91	31	186
7,440	0	0	0	0	0	0	29	6	13	39	3	3	0	21	28	59	25	220	21	25	30	18	13	15	0	37	0
8,762	13	2	23	5	0	1	115	2	22	29	15	13	50	37	19	27	49	38	250	21	33	335	242	255	1,624	12	176
5,342	0	0	0	0	0	0	5	0	0	0	0	0	0	0	0	3	26	12	26	39	12	0	11	21	8	0	37
10,978	12	0	20	2	4	2	110	4	2	62	36	6	18	36	48	54	38	72	292	78	16	224	122	100	210	34	116
4,448	0	0	0	0	0	0	8	0	0	0	0	0	0	0	0	14	18	17	27	21	30	15	2	7	11	6	27
8,930	21	0	45	0	0	0	89	0	7	27	11	15	13	37	16	55	77	30	280	88	48	63	40	32	30	3	39
5,886	0	0	2	0	0	0	31	0	0	25	0	0	0	0	7	19	8	38	6	6	6	6	6	6	6	6	6
2,111	0	0	0	0	0	0	24	0	0	17	4	3	0	16	3	10	107	26	80	35	164	0	5	0	0	0	0
2,939	0	0	0	0	0	0	31	0	0	1	1	0	0	3	6	7	7	13	44	0	8	0	0	0	0	0	0
57,790	106	53	394	23	71	3	2,719	27	292	667	158	133	159	220	162	373	791	774	1,715	487	447	451	650	257	347	89	662
5,626	0	0	18	0	1	2	32	6	4	12	1	18	2	0	15	18	36	29	57	17	9	8	16	16	2	22	8
8,821	0	0	0	0	0	0	24	0	2	4	12	1	18	2	0	15	18	36	29	57	17	9	8	16	16	2	22
9,305	7	3	16	0	6	0	49	0	10	47	3	16	74	17	0	3	48	21	20	64	18	9	25	13	0	40	0
4,387	16	5	0	0	0	0	16	0	5	7	0	0	0	0	0	0	32	4	7	6	24	0	2	0	0	0	4
356	0	0	0	0	0	0	21	0	0	0	4	0	0	0	13	0	0	0	0	2	0	0	0	0	0	0	0

See footnotes at end of table.



Table 9.—Number of weeks of unemployment compensated by payments on interstate claims<sup>1</sup> received as liable State from agent State,<sup>2</sup> by State, April-June 1941—Continued

[Corrected to Aug. 12, 1941]

Social Security Board region and agent State—Continued																											
Region VIII					Region IX					Region X					Region XI					Region XII					Territories		Un-allo-ated <sup>3</sup>
Iowa	Minn.	Nebr.	N. Dak.	S. Dak.	Ark.	Kans.	Mo.	Okla.	La.	N. Mex.	Tex.	Ariz.	Colo.	Idaho	Mont.	Utah	Wyo.	Calif.	Nev.	Oreg.	Wash.	Alaska	Hawaii				
4,887	6,637	3,432	2,102	1,887	11,679	10,633	17,256	18,549	8,156	3,123	19,476	5,821	5,866	4,125	2,671	3,901	1,447	48,674	2,556	12,320	18,128	411	939	37			
Total.....																											
Region I: Connecticut.....																											
1	30	0	0	0	0	6	23	11	5	4	1	15	25	12	0	0	2	0	192	11	13	5	0	0			
Maine.....																											
0	0	0	0	0	0	0	0	0	0	0	0	7	11	0	0	0	0	0	43	0	1	19	0	0			
Massachusetts.....																											
0	17	8	0	4	0	9	36	11	11	34	0	104	53	17	0	16	0	0	756	0	9	6	0	11			
New Hampshire.....																											
6	9	0	1	0	0	0	0	22	22	0	6	0	0	0	0	0	0	0	47	3	13	0	0	0			
Rhode Island.....																											
0	12	12	0	0	0	0	0	39	39	6	1	26	26	0	4	0	0	0	6	251	0	5	0	1			
Vermont.....																											
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	26	0	0	0	0	0			
Region II: New York.....																											
125	271	46	17	26	176	100	567	259	236	46	568	332	250	11	60	114	18	5,867	93	59	182	7	40	0			
Region III: Delaware.....																											
0	0	0	0	0	0	0	0	14	0	0	0	0	0	3	1	0	0	0	3	31	0	0	0	0			
New Jersey.....																											
13	37	0	4	15	69	54	15	69	54	15	60	53	30	2	4	9	0	0	627	24	10	27	5	11			
Pennsylvania.....																											
69	86	12	7	15	42	12	7	101	37	4	99	23	50	1	20	0	0	0	52	0	13	24	2	6			
Region IV: Dist. of Col.....																											
6	55	7	0	1	29	23	119	23	19	4	45	23	62	0	8	4	2	220	8	1	25	0	0	0			
Maryland.....																											
13	7	0	12	0	12	44	36	31	9	55	5	11	8	0	1	0	1	176	2	1	5	0	0	0			
North Carolina.....																											
4	0	0	0	10	52	4	36	10	2	0	48	0	23	0	0	0	0	6	75	0	6	0	0	0			
Virginia.....																											
16	2	0	9	9	20	6	7	18	46	0	49	0	7	0	0	0	0	0	0	0	6	0	0	0			
West Virginia.....																											
0	1	11	0	1	35	24	46	29	18	17	10	37	15	4	1	6	1	175	1	5	11	2	0	0			
Region V: Kentucky.....																											
20	36	0	2	0	86	20	224	20	36	0	74	42	26	2	0	14	0	154	0	6	26	0	1	0			
Michigan.....																											
106	322	61	33	29	311	60	243	173	105	15	167	96	58	9	10	1	0	1,150	0	27	84	0	11	0			
Ohio.....																											
68	37	11	42	1	90	88	187	87	64	21	278	65	58	3	11	10	2	1,318	8	20	42	1	0	0			
Region VI: Illinois.....																											
1,215	819	251	64	125	1,032	629	2,819	3,481	643	164	1,990	439	309	38	56	35	57	6,610	15	180	340	3	28	0			
Indiana.....																											
53	267	4	1	0	62	51	198	120	15	20	1,990	439	309	38	56	35	57	6,610	15	180	340	3	28	0			
Wisconsin.....																											
267	4	1	0	0	184	4	54	88	336	2	279	36	21	1	3	1	2	0	80	0	22	28	0	0			
Region VII: Alabama.....																											
16	36	3	6	5	23	7	81	17	179	13	179	18	23	0	0	0	0	1	242	1	37	10	0	0			
Florida.....																											
5	6	3	2	0	57	5	51	62	118	0	136	9	21	0	0	0	0	0	65	5	0	0	0	0			
Georgia.....																											
2	34	5	0	1	526	37	180	46	1,486	0	288	8	9	0	0	0	0	0	0	0	0	0	0	0			
Mississippi.....																											
7	5	0	0	5	0	0	11	24	7	20	6	12	0	0	0	0	0	0	74	4	0	0	0	0			
South Carolina.....																											
30	18	23	6	0	898	56	474	113	206	2	187	27	38	26	1	5	0	0	388	2	24	9	0	0			
Region VIII: Iowa.....																											
303	376	20	131	20	131	57	185	472	22	39	17	72	19	86	24	28	10	4	645	1	53	40	0	0			
Minnesota.....																											
82	16	220	7	7	307	17	33	197	46	53	0	83	52	55	20	124	0	1,327	0	135	334	10	5	0			
Nebraska.....																											
340	85	186	14	1	106	161	372	359	78	12	3	150	24	379	50	27	25	48	1,054	6	211	215	0	0			
North Dakota.....																											
4	657	2	40	0	120	13	3	32	10	28	0	0	0	1	13	12	165	0	1,265	0	88	309	0	0			
South Dakota.....																											
154	225	66	25	0	0	0	158	1,142	1,217	1,335	70	829	127	41	1	0	9	23	216	0	67	50	0	0			
Region IX: Arkansas.....																											
30	2	25	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
Kansas.....																											
82	16	220	7	7	307	17	33	197	46	53	0	83	52	55	20	124	0	1,327	0	135	334	10	5	0			
Missouri.....																											
225	83	186	14	1	106	161	372	359	78	12	3	150	24	379	50	27	25	48	1,054	6	211	215	0	0			
Oklahoma.....																											
42	21	38	1	1	4	977	1,219	796	454	45	37	329	66	178	17	11	22	42	1,862	9	38	142	0	0			
Region X: Louisiana.....																											
11	33	13	1	8	955	77	159	454	45	37	329	66	178	17	11	22	42	1,862	9	38	142	0	0	0			
New Mexico.....																											
19	0	10	0	5	149	110	86	894	45	37	329	66	178	17	11	22	42	1,862	9	38	142	0	0	0			
Texas.....																											
22	72	34	7	4	852	302	290	3,184	1,810	481	491	455	156	70	98	335	219	369	1,862	9	38	142	0	0			
Region XI: Arizona.....																											
11	101	322	28	28	30	199	98	177	579	75	456	455	156	70	98	335	219	369	1,862	9	38	142	0	0			
Colorado.....																											
121	101	322	28	28	30	199	98	177	579	75	456	455	156	70	98	335	219	369	1,862	9	38	142	0	0			
Idaho.....																											
14	96	174	730	41	31	75	64	93	52	0	13	85	77	188	730	41	31	75	64	93	52	0	0	0			
Montana.....																											
134	96	174	730	41	31	75	64	93	52	0	13	85	77	188	730	41	31	75	64	93	52	0	0	0			
Utah.....																											
0	11	0	0	0	6	27	49	102	8	32	59	38	132	484	102	8	32	59	38	132	484	102	8	32			
Region XII: California.....																											
93	74	114	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
Nevada.....																											
19	50	53	29	58	19	70	70	113	82	16	3	101	39	72	319	136	44	798	11	2,885	31	2,033	19	0			
Oregon.....																											
35	87	41	55	57	150	60	113	82	16	3	101	39	72	319	136	44	798	11	2,885	31	2,033	19	0	0			
Washington.....																											
60	245	90	130	35	107	102	232	57	0	4	146	112	90	914	331	119	26	2,615	67	2,945	2,033	168	27	37			
Territories: Alaska.....																											
0	79	0	13	0	0	0	0	8	5	33	0	5	33	0	14	12	40	0	6	268	0	0	10	0			
Hawaii.....																											

<sup>1</sup> Includes claims for partial unemployment for a number of States, although such payments are not provided in interstate benefit-payment plan.  
<sup>2</sup> Liable State is one to which a claim has been forwarded by agent State for disposition.  
<sup>3</sup> Represents weeks compensated as liable State for which break-down by agent State was not reported.

Hampshire, and New Mexico, the number of weeks compensated was also considerably in excess of the volumes sent to other States. In contrast, Wisconsin transmitted five times and Florida, Hawaii, Oklahoma, Oregon, and South Carolina between two and three times the volume of claims compensated as liable State. In Wisconsin, the excess of agent State claims arises from the return of workers after employment in the highly industrialized areas of northern Illinois. All but one of the States in the Great Plains area transmitted more claims than they compensated.

Most of the weeks compensated in interstate claims were filed by workers in adjoining States. At least 70 percent of the weeks compensated by Arkansas, Georgia, Nevada, New Hampshire, Mississippi, Oregon, and Vermont were forwarded from contiguous States. Twenty-four other States made more than half their interstate payments to claimants in neighboring States. As in previous periods, however, California, Colorado, the District of Columbia, Maine, Montana, and Utah received less than 30 percent of their claims from States contiguous to them.

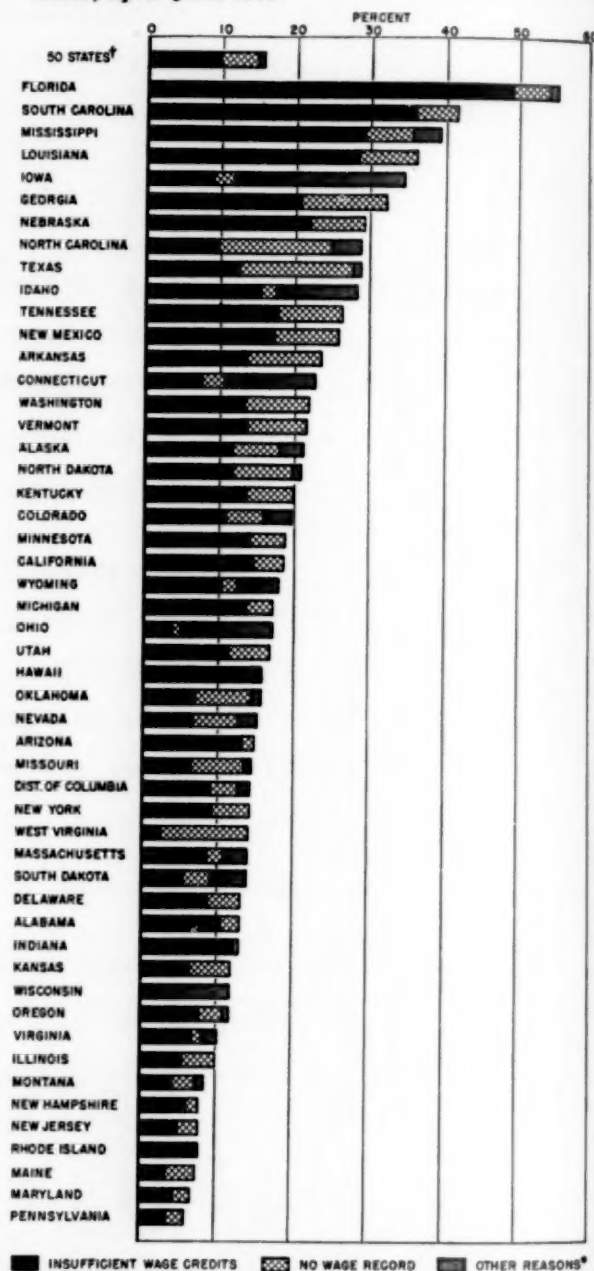
Certain States continued to handle claims of workers far removed from their borders. California transmitted claims to all other jurisdictions, New York to 49, and Illinois and Michigan to 48 jurisdictions. Nine other States forwarded claims to at least 45 jurisdictions. Approximately 18 percent of all interstate claims compensated by Illinois and more than 10 percent each in Michigan, New York, and Ohio were transmitted by California. Florida acted as agent State for 14 percent of the weeks compensated by New York and 12 percent of those compensated by New Jersey.

#### *Allowances and Disallowances of New Claims, Second Quarter, 1941*

More than 1.4 million workers, or 84 percent of the 1.7 million filing claims for unemployment benefits during the second quarter of 1941, were found eligible for compensation (table 10). Claims disposed of on first determination totaled one-fifth more than in the preceding quarter but one-third less than in the corresponding quarter of 1940. The rise from the preceding quarter is due for the most part to the increased load in States with uniform benefit years beginning in April 1941. For example, total dispositions in Virginia were

almost five times as great as in the preceding quarter and in Illinois, Maine, Massachusetts, New York, and West Virginia were between two and three times as great. Disallowance rates were lower than in the previous quarter in 34 States, particularly in Maine, where the rate

**Chart 7.—Percent of new claims disallowed on first determination by reason of disallowance and by State, April-June 1941**



■ INSUFFICIENT WAGE CREDITS    ▨ NO WAGE RECORD    ▩ OTHER REASONS\*  
 \*Excludes Wisconsin because provisions of State law are not comparable.  
 \*Includes some claims not allocated by reason of disallowance where provision of State law is not comparable.

dropped from 24 to 7.4 percent, and in Kentucky, where it declined from 36 to 20 percent.

The proportion of claimants eligible for com-

pensation was virtually the same as in the corresponding periods of 1939 and 1940. In half the States the proportion of claims disallowed was

**Table 10.—Number of new claims disposed of on first determination by the initial authority, number allowed, number disallowed, and percentage distribution by reason for disallowance, by State, April-June 1941**

[Corrected to July 28, 1941]

Social Security Board region and State	Total number of dispositions on first determination	Number allowed	Disallowed							
			Number	Percent of total dispositions	Reason for disallowance					
					Insufficient wage credits		No wage record		All other	
					Number	Percent of total dispositions	Number	Percent of total dispositions	Number	Percent of total dispositions
Total.....	1,666,603	1,432,733	263,870	15.6	166,517	19.9	79,310	4.7	16,005	1.0
Region I:										
Connecticut.....	8,203	6,346	1,857	22.6	629	7.6	237	2.9	991	12.1
Maine.....	19,350	17,925	1,425	7.4	626	3.3	799	4.1	0	0
Massachusetts.....	113,633	97,788	15,865	14.0	9,727	8.6	2,627	2.3	3,511	3.1
New Hampshire.....	6,539	6,025	514	7.9	401	6.2	113	1.7	0	0
Rhode Island.....	19,022	17,556	1,466	7.7	1,412	7.4	54	.3	0	0
Vermont.....	1,288	1,012	276	21.4	176	13.6	100	7.8	0	0
Region II: New York.....	439,291	376,961	62,330	14.2	41,099	9.4	21,231	4.8	0	0
Region III:										
Delaware.....	2,662	2,399	263	13.1	239	8.9	114	4.2	0	0
New Jersey.....	69,647	64,173	5,474	7.8	3,580	5.1	1,840	2.6	54	.1
Pennsylvania.....	159,676	150,234	9,442	5.9	5,267	3.3	4,175	2.6	0	0
Region IV:										
District of Columbia.....	4,011	3,440	571	14.2	359	8.9	140	3.5	72	1.8
Maryland.....	23,039	21,444	1,595	6.9	996	4.3	599	2.6	0	0
North Carolina.....	17,185	12,265	4,920	28.6	1,691	9.8	2,558	14.9	671	3.9
Virginia.....	39,734	35,735	3,999	10.1	2,688	6.8	519	1.3	792	2.0
West Virginia.....	26,623	22,866	3,757	14.1	650	2.4	3,107	11.7	0	0
Region V:										
Kentucky.....	24,266	19,441	4,825	19.9	3,243	13.4	1,582	6.5	0	0
Michigan.....	45,879	38,012	7,867	17.1	6,184	13.5	1,634	3.5	49	.1
Ohio.....	41,870	34,709	7,161	17.1	1,542	3.7	434	1.0	5,185	12.4
Region VI:										
Illinois.....	186,984	168,187	18,797	10.0	10,303	5.5	8,494	4.5	0	0
Indiana.....	11,200	9,754	1,446	12.9	1,369	12.2	77	.7	0	0
Wisconsin <sup>1</sup> .....	9,600	8,462	1,138	11.8	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Region VII:										
Alabama.....	18,107	15,756	2,351	13.0	1,839	10.2	512	2.8	0	0
Florida.....	28,863	12,967	15,926	55.1	14,123	48.9	1,483	5.1	320	1.1
Georgia.....	19,752	13,438	6,314	32.0	4,061	20.6	2,230	11.3	23	.1
Mississippi.....	10,485	6,387	4,098	39.1	3,060	29.2	654	6.2	384	3.7
South Carolina.....	9,909	5,714	4,095	41.3	3,561	35.9	534	5.4	0	0
Tennessee.....	22,292	16,451	5,841	26.2	3,916	17.6	1,925	8.6	0	0
Region VIII:										
Iowa.....	12,057	7,912	4,145	34.4	1,072	8.9	345	2.9	2,728	22.6
Minnesota.....	17,081	13,851	3,230	18.9	2,392	14.0	838	4.9	0	0
Nebraska.....	3,970	2,810	1,160	29.2	871	21.9	289	7.3	0	0
North Dakota.....	1,643	1,300	343	20.9	194	11.8	130	7.9	19	1.2
South Dakota.....	2,000	1,721	279	14.0	107	5.4	74	3.7	98	4.9
Region IX:										
Arkansas.....	11,251	8,612	2,639	23.4	1,502	13.3	1,137	10.1	0	0
Kansas.....	6,851	6,034	817	11.9	438	6.4	379	5.5	0	0
Missouri.....	22,213	18,964	3,249	14.6	1,436	6.4	1,549	7.0	264	1.2
Oklahoma.....	12,897	10,887	2,010	15.6	882	6.8	967	7.5	161	1.3
Region X:										
Louisiana.....	34,040	21,687	12,353	36.3	9,630	28.3	2,723	8.0	0	0
New Mexico.....	2,901	2,151	750	25.8	495	17.0	255	8.8	0	0
Texas.....	38,783	27,802	11,081	28.6	4,752	12.3	5,914	15.2	415	1.1
Region XI:										
Arizona.....	3,893	3,321	572	14.7	509	13.1	57	1.4	6	.2
Colorado.....	9,629	7,728	1,901	19.7	1,046	10.8	488	5.1	367	3.8
Idaho.....	3,795	2,723	1,072	28.2	580	15.3	76	2.0	416	10.9
Montana.....	4,583	4,199	384	8.4	194	4.2	136	3.0	74	1.2
Utah.....	2,195	1,827	368	16.8	246	11.2	122	5.6	0	0
Wyoming.....	2,597	2,130	467	18.0	268	10.3	54	2.1	145	5.6
Region XII:										
California.....	94,406	76,848	17,558	18.6	13,651	14.5	3,907	4.1	0	0
Nevada.....	1,726	1,465	261	15.1	114	6.6	103	6.0	44	2.5
Oregon.....	7,000	6,177	823	11.8	544	7.8	218	3.1	61	.9
Washington.....	19,094	14,917	4,147	21.8	2,488	13.1	1,632	8.7	7	( <sup>2</sup> )
Territories:										
Alaska.....	2,038	1,608	430	21.1	239	11.7	125	6.2	66	3.2
Hawaii.....	820	692	128	15.6	126	15.4	0	0	2	.2

<sup>1</sup> Total excludes Wisconsin, for which data are not comparable because of provision of State law.

<sup>2</sup> Insufficient weeks of employment in base period.

<sup>3</sup> Data represent disposition of all initial claims for total and part-total unemployment.

<sup>4</sup> Less than 0.05 percent.



considerably higher than the 16-percent average for the country as a whole. In Florida, Georgia, Iowa, Louisiana, Mississippi, and South Carolina, 32 to 55 percent of all claimants were found ineligible to receive benefit payments. Of these States, Georgia, Iowa, Louisiana, and Mississippi had a substantially higher proportion of disallowed claims than in the corresponding quarter a year ago. On the other hand, disallowances represented less than 10 percent of first determinations in Maine, Maryland, Montana, New Hampshire, New Jersey, Pennsylvania, and Rhode Island.

Insufficient wage credits, as usual, was the principal reason for disallowances. Approximately 167,000, or 63 percent, of the 264,000 ineligible claims were disallowed for this reason. These claimants represented 9.9 percent of total dispositions in comparison with 12 percent in the preceding quarter. An additional 4.7 percent or 79,000 were disallowed because the claimants had not been employed in covered industries, as evidenced by the lack of wage records. Claims disallowed for other reasons numbered 17,000, or 1.0 percent of all dispositions.

For the fifth successive quarter, Florida had the highest rate of disallowance for insufficient wage credits—49 percent of total claim dispositions. Between 21 and 36 percent of disallowances in Georgia, Louisiana, Mississippi, Nebraska, and South Carolina also resulted from insufficient wage credits. In Georgia, the qualifying earnings requirement was changed (effective April 1, 1941) from 16 times the worker's weekly benefit amount to earnings of \$100 in the base period. In the other States, except Louisiana, earnings qualifications had been raised in previous periods and continued to result in high disallowance rates because of insufficient wages. The largest decrease in disallowances for insufficient earnings occurred in Kentucky, where the proportion dropped from 26 percent in the preceding quarter to 13 percent in April-June 1941.

The proportion of claims disallowed for lack of wage records equaled the low for the past 2½ years. The States with the largest proportions of claimants disallowed because wages had not been earned in covered employment were Arkansas, Georgia, North Carolina, Texas, and West Virginia. In Georgia and West Virginia disallowances for this reason had previously totaled less than 10 percent of all claims disposed of in recent periods.

Disallowances for "all other" reasons arise from many causes, among which are exclusion as a result of seasonal employment, duplicate filing of claims, and certain actions of the claimant, such as misconduct and voluntary leaving, which result in disqualification under most State procedures. Although the percentage of claims disallowed for "all other" reasons did not change significantly from the last quarter for the country as a whole, the proportion for Iowa jumped from 5 to 23 percent of dispositions, and in Idaho from 1 to 11 percent. In Idaho, voluntary leaving and discharge for misconduct were recently changed to eligibility factors and are now classified as disallowances; previously such actions resulted in disqualifications. Connecticut and Ohio reported increases from 8.5 to more than 12 percent and, next to Idaho and Iowa, reported the highest disallowance rates for "all other" reasons.

West Virginia, which previously had the highest disallowance rate, reported no claimants ineligible for "all other" reasons. Effective as of April 1, 1941, the earnings requirement for payment of partial and part-total benefits is based on less than full-time earnings in a given pay period instead of on a schedule of quarterly wages, which formerly resulted in a high disallowance rate. The rate in Alaska dropped from 7.5 to 3.2 percent as unemployed canning and mining workers, denied benefits in the preceding quarter, became eligible for payments during the seasonal period of activity which began in April.

## Railroad Unemployment Insurance\*

July 1941 marked the beginning of a new benefit year for unemployed railroad workers who started a registration period on or after July 1. In order to qualify for benefits in the new year, such workers had to submit on the first day of the first registration period an application for certificate of benefit rights based on compensation creditable under the act for the calendar year 1940. The number of applications submitted in July, the first month of the new benefit year, was naturally larger than in June, the last month of the old year. In the period July 1–August 1, the regional offices of the Railroad Retirement Board received 18,144 applications, an average of 3,838 per week (table 1). Some of these applications had reached the regional offices in June but were not counted in the June receipts or adjudicated then because no benefits based on wages for 1940 could be certified for unemployment occurring prior to July. Although the weekly average for July is thus overstated, the contrast with the June weekly average of 572 is unmistakable. However, the increase in applications from June to July was not nearly as large as in 1940, when the weekly average rose from 564 to 8,788. The difference between the

two years attributable to improved employment conditions is greater than these figures suggest. Under the individual 12-month benefit year then operative, applications in July 1940 were received only from those claimants whose previous benefit year commenced in July 1939 or who did not begin a benefit year prior to July 1940. All but 633 of the applications recorded in July 1941 were adjudicated by August 1. Of the total, 17,281 were determined to be eligible and 230 were held not qualified because wages for 1940 were less than \$150.

In the 5 weeks from June 28 through August 1, the number of unemployment insurance claims received in the regional offices was 32,321. Some of these claims were for registration periods begun before July 1 and hence for the old benefit year, and others for registration periods in the new year. Most of the 17,856 claims received in the 3-week period June 28–July 18 were for the old benefit year, while almost all the 14,465 claims received between July 19 and August 1 covered registration periods in the new benefit year. The average number of workers registering as unemployed increased from about 11,000 in the second half of June to nearly 14,500 in the first half of July, an increase traceable largely to the submission of claims in the new benefit year by workers who

\*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, and benefit payments certified, by specified period, 1939–41<sup>1</sup>

Period	1940–41				1939–40			
	Applica- tions	Claims	Benefit payments		Applica- tions	Claims	Benefit payments	
			Number	Amount			Number	Amount
Middle of November–June <sup>2</sup>	79,160	815,425	<sup>3</sup> 714,958	<sup>3</sup> \$13,509,209	81,591	952,195	720,383	\$10,643,793
July	<sup>4</sup> 18,144	32,321	23,417	419,217	<sup>4</sup> 43,136	114,750	55,460	798,214
1st week		4,810	3,553	67,917		18,577	8,901	128,726
2d week	<sup>4</sup> 8,884	6,058	4,676	88,588	<sup>4</sup> 21,154	25,438	11,433	166,409
3d week	4,719	6,988	2,933	56,500	8,183	25,954	10,908	151,882
4th week	2,597	7,109	7,059	111,266	7,401	22,655	12,070	173,473
5th week	1,944	7,356	5,196	94,946	6,396	22,126	12,148	177,064
Weekly average:								
Middle of November–December	6,324	32,206	23,802	435,043	5,058	27,498	18,127	275,573
January	2,885	39,752	39,362	754,649	3,499	37,058	28,069	421,824
February	1,464	33,325	31,451	614,283	2,280	34,489	27,950	422,607
March	931	29,255	27,760	539,420	1,003	35,082	28,833	428,538
April	1,850	20,559	18,087	329,462	1,915	30,612	24,297	354,781
May	535	12,181	10,105	185,037	1,208	24,130	17,687	247,772
June	572	7,284	6,055	112,736	564	20,907	15,387	213,432
July	3,838	6,464	4,683	83,843	8,788	22,950	11,092	150,643

<sup>1</sup> Data begin as of middle of November, because Nov. 16, 1940, was first day for processing claims under amended act.

<sup>2</sup> While the other figures on this line are through June 28 for 1939–40 and through June 27 for 1940–41, the number of applications received is shown through June 30 in both years.

<sup>3</sup> Net figures, corrected for underpayments and recovery of overpayments through end of June.

<sup>4</sup> Includes also certain applications received in June for benefit year beginning in July. Figures for second week include all applications received by the end of second week.

exhausted their benefit rights or who were ineligible for benefits in the old year. That there was no increase in unemployment is shown by the computations of the Interstate Commerce Commission for class I railroads. According to the Commission, employment in July was 31,000 greater than in June; it exceeded the figure for any month of 1937, which until then represented the highest level of recovery from the post-1929 depression.

The processing of claims in the July period kept pace with the receipts, despite the relatively large volume of applications, the delay usually incident to the adjudication of initial claims, and the increase in claims receipts in the last 2 weeks. The total number of claims processed was 34,046, including 399 claims adjudicated under the unamended act and 2,773 claims processed a second time. Most of the latter were previously classified as not compensable because of the failure of the claimant to submit the application for employment

required for registration with the Board's employment offices. A total of 12,828 benefit certifications was made for the old benefit year; 1,550 of these certifications were on claims for which waiting-period credit was also allowed. The total number of beneficiaries in the first benefit year under the amended act was thus increased by the end of July from 127,190 to at least 128,740. The benefit certifications for the new benefit year, made in the last 2 weeks of the July period, totaled 10,410. All but 1,421 of these related to claims for the first registration period, certified for both waiting-period credit and benefits. In addition, 456 claims for registration periods with exactly 7 days of unemployment were certified for waiting-period credit only, most of them for the new benefit year.

The benefits certified in the July period amounted to about \$419,000, of which more than \$175,000 was for the new benefit year and about

**Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days, under amended act, by benefit year and specified period, November 1940–July 1941<sup>1</sup>**

Benefit year, type of certification, and period	All certifications				Certifications with 14 days of unemployment		Certifications with 8-13 days of unemployment			Certifications with 5-7 days of unemployment		
	Number	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Percent of all certifications	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Average number of compensable days
<b>1940-41<sup>2</sup></b>												
Certifications for first registration period: <sup>3</sup>												
Nov. 16, 1940-Jan. 3, 1941.....	43,995	\$14.06	\$2.36	5.96	66.8	\$2.35	33.2	\$2.41	3.91			
Jan. 4-31.....	22,064	14.47	2.60	5.58	58.6	2.55	41.4	2.71	3.59			
Feb. 1-28.....	8,533	13.93	2.47	5.65	59.3	2.47	40.7	2.47	3.69			
Mar. 1-28.....	4,840	14.65	2.57	5.70	61.4	2.54	38.6	2.63	3.65			
Mar. 29-May 2.....	6,632	17.24	2.90	5.95	66.4	2.87	33.6	3.01	3.88			
May 3-30.....	3,996	15.65	2.93	5.34	52.0	2.87	48.0	3.07	3.53			
May 31-June 27.....	1,629	15.81	2.81	5.63	62.9	2.82	37.1	2.77	3.30			
June 28-Aug. 1.....	1,550	14.24	3.04	4.68	36.4	2.86	63.6	3.26	3.36			
Certifications for subsequent registration periods: <sup>3</sup>												
Nov. 16, 1940-Jan. 3, 1941.....	112,374	20.26	2.33	8.72	69.4	2.32	24.1	2.34	6.85	6.5	\$2.55	2.03
Jan. 4-31.....	134,886	19.96	2.31	8.65	67.5	2.30	25.8	2.35	6.81	6.7	2.46	2.04
Feb. 1-28.....	117,032	19.95	2.31	8.63	67.8	2.31	24.8	2.33	6.84	7.4	2.42	2.05
Mar. 1-28.....	106,109	19.65	2.31	8.51	65.6	2.31	26.5	2.31	6.72	7.9	2.44	2.02
Mar. 29-May 2.....	83,687	18.30	2.36	7.75	62.8	2.37	32.8	2.35	6.55	14.4	2.18	2.33
May 3-30.....	36,389	18.61	2.52	7.40	45.7	2.50	38.5	2.56	6.47	15.8	2.51	2.14
May 31-June 27.....	22,554	18.82	2.55	7.39	47.1	2.59	36.0	2.47	6.41	16.9	2.53	2.17
June 28-Aug. 1.....	11,278	19.32	2.63	7.36	47.5	2.70	35.0	2.49	6.43	17.5	2.58	2.13
<b>1941-42<sup>2</sup></b>												
Certifications for first registration period: <sup>3</sup>												
July 19-Aug. 1, 1941.....	8,969	15.94	2.64	6.03	68.7	2.64	31.3	2.65	3.90			
Certifications for subsequent registration periods: <sup>3</sup>												
July 19-Aug. 1, 1941.....	1,421	22.55	2.44	9.25	80.7	2.45	15.4	2.32	7.10	3.9	2.32	2.22

<sup>1</sup> Data based on 20-percent sample, except number of certifications and average benefit per certification.

<sup>2</sup> Benefit year 1940-41 ends with last registration period begun before July 1, 1941, and benefit year 1941-42 commences with first registration period begun on or after July 1, 1941.

<sup>3</sup> Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

<sup>4</sup> Revised.



\$240,500 for the old year, the remainder representing delayed certifications on claims under the unamended act. Most of the certifications for the old benefit year were for registration periods with a maximum of 10 compensable days; for these the average benefit was \$19.32. The majority of certifications for the new benefit year were on initial claims with a maximum of 7 compensable days for which the average benefit was \$15.94. The difference between these averages is due largely to the fact that on initial claims the number of compensable days is smaller because of the requirement of the law in regard to waiting-period credit. The daily benefit rates are virtually the same for the two classes of certifications; the average for the old year was \$2.62 and for the new year \$2.64. A significant difference, however, is found in the average number of days of unemployment in the registration period. For old benefit year certifications, the average number of compensable days was about 7.4, or 11.4 days of unemployment. For the new benefit year certifications the average was 6 compensable days, or 13 days of unemployment. The fact that for claimants in the new benefit year the duration of unemployment tends to be greater undoubtedly reflects the addition to the ranks of beneficiaries of workers who could not file claims in the old benefit year because of exhaustion of rights or because of failure to qualify due to insufficient base-year earnings.

The submission of claims in the new benefit year by individuals not eligible for benefits at the end of the old benefit year would also be expected to lower the base-year earnings of beneficiaries.

The average daily benefit rate mentioned above fails to indicate any significant change in this respect. However, the actual distribution by base-year earnings shown below indicates a downward shift; it is not as pronounced as might have been expected, because of the increase in employment and hence in annual earnings between 1939 and 1940.

Daily benefit rate and base-year compensation	Benefit certifications for old benefit year, July 5-18, 1941	Initial benefit certifications for new year, July 19-Aug. 1, 1941
Total.....	100.0	100.0
\$1.75 (150-190).....	6.9	6.2
2.00 (200-474).....	24.7	30.2
2.25 (475-749).....	18.6	18.0
2.50 (750-990).....	13.9	10.8
3.00 (1,000-1,299).....	11.6	10.8
3.50 (1,300-1,599).....	9.7	8.1
4.00 (1,600 and over).....	14.6	15.9

### Employment Service

In the 5 July weeks the employment service was notified of 4,121 openings, 3,831 of which were with railroad employers. In the same period, 2,852 previously reported openings were canceled. A total of 5,983 workers was referred to available jobs and 2,774 were placed. Because of an insufficient number of registrants, 610 of these placements were made with the assistance of the State employment offices. The number of placements averaged 535 per week, substantially the same as in the preceding 3 months. Nearly two-thirds of the workers placed were track laborers, a somewhat lower proportion than in June.

# OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

## Operations Under the Social Security Act

### Monthly Benefits in Force and Payments Certified, July 1941

A net increase during July of 20,100 monthly benefits of various types brought the total in force as of the end of the month to 392,000 (table 1). The proportion in conditional-payment status continued to increase for all types of monthly payments except parent's benefits. These increases probably result from continued expansion of employment opportunities, with the consequent decision of beneficiaries to accept employment in preference to receiving benefits under the program.

The average monthly benefit for each type in current-payment status at the end of July was approximately the same as at the end of June (table 3). There has been a continued slight decrease in the average benefit in deferred and conditional-payment status.

Monthly benefits were certified during July to 359,000 individual beneficiaries (table 2). This

Table 2.—Monthly benefits and lump-sum death payments certified, by type of payment, July 1941

Type of payment	Number of beneficiaries <sup>1</sup>	Amount certified	Percentage distribution	
			Beneficiaries	Amount
Monthly benefits <sup>2</sup> .....	358,937	\$46,918,943	100.0	100.0
Primary.....	170,343	4,022,418	47.5	58.1
Supplementary.....	58,653	736,111	16.3	10.7
Wife's.....	47,323	601,874	13.2	8.7
Child's.....	11,330	134,237	3.1	2.0
Survivor's.....	129,941	2,160,414	36.2	31.2
Widow's.....	10,441	238,282	2.9	3.4
Widow's current.....	34,899	766,272	9.7	11.1
Child's.....	83,087	1,132,151	23.2	16.4
Parent's.....	1,514	23,709	.4	.3
Lump-sum death payments.....	4,614	1,179,474		
Under 1939 amendments <sup>3</sup> .....	8,274	1,163,718		
Under 1935 act <sup>4</sup> .....	340	15,756		

<sup>1</sup> Differs from number in current-payment status, which takes account of changes in status effective after certification.

<sup>2</sup> Distribution by type of benefit partly estimated.

<sup>3</sup> Includes retroactive payments.

<sup>4</sup> Represents number of deceased workers on whose wages payments were based.

<sup>5</sup> Payable with respect to workers who died after Dec. 31, 1939, in cases in which no survivor could be entitled to monthly benefits for month in which worker died.

<sup>6</sup> Payable with respect to workers who died prior to Jan. 1, 1940.

Table 1.—Number and amount of monthly benefits in force<sup>1</sup> in each payment status<sup>2</sup> and actions effected during the month, by type of benefit, July 1941

[Corrected to Aug. 11, 1941]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of June 30, 1941.....	372,343	\$6,815,227	184,547	\$4,187,277	49,365	\$597,778	91,430	\$1,114,040	9,709	\$197,141	35,861	\$700,441	1,431	\$18,550
In current-payment status.....	336,244	6,095,638	160,403	3,635,777	44,320	537,140	88,093	1,076,159	9,567	193,834	32,444	634,351	1,417	18,377
In deferred-payment status.....	3,019	63,920	2,350	54,675	375	4,609	149	1,456	100	2,398	38	691	7	91
In conditional-payment status.....	33,080	655,669	21,794	496,825	4,670	56,029	3,188	36,425	42	909	3,379	65,399	7	82
Actions during July 1941:														
Benefits awarded.....	22,888	407,987	9,659	221,021	3,076	37,188	6,485	78,864	930	18,686	2,637	50,927	101	1,301
Entitlements terminated <sup>3</sup> .....	2,739	48,382	989	23,137	464	5,696	841	10,771	20	401	418	8,282	7	96
Net adjustments <sup>4</sup> .....	-23	181	-13	-84	-----	1	-7	180	-1	-5	-2	89	-----	-----
In force as of July 31, 1941.....	392,409	7,175,013	193,204	4,385,077	51,977	629,271	97,067	1,182,313	10,618	215,421	38,078	743,175	1,525	19,756
In current-payment status.....	352,442	6,387,373	167,156	3,793,515	46,472	563,455	92,666	1,131,219	10,455	211,613	34,182	667,990	1,511	19,581
In deferred-payment status.....	3,190	66,340	2,406	55,373	427	5,263	185	1,912	114	2,748	49	930	9	114
In conditional-payment status.....	36,837	721,300	23,642	536,189	5,078	60,553	4,216	49,182	49	1,060	3,847	74,255	5	61

<sup>1</sup> Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940, when monthly benefits were first payable.

<sup>2</sup> Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

<sup>3</sup> Terminations may be for following reasons: primary benefit—beneficiary's death; wife's benefit—beneficiary's death, death of husband, divorce, or entitlement of beneficiary to equal or larger primary benefit; child's benefit—beneficiary's death, marriage, adoption, or attainment of age 18; widow's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to other equal or larger monthly benefit.

<sup>4</sup> Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203 (a) of the 1939 amendments are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203 (b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.

**Table 3.—Average amount of monthly benefits in force, by type of benefit and payment status, July 31, 1941<sup>1</sup>**

[Corrected to Aug. 11, 1941]

Type of benefit	Payment status		
	Current	Deferred	Conditional
Total.....	\$18. 12	\$20. 80	\$19. 58
Primary.....	22. 69	23. 01	22. 68
Wife's.....	12. 12	12. 33	11. 92
Child's.....	12. 21	10. 34	11. 67
Widow's.....	20. 24	24. 11	21. 63
Widow's current.....	19. 54	18. 98	19. 30
Parent's.....	12. 96	12. 67	12. 20

<sup>1</sup> See footnotes to table 1.

total represents an increase of 17,800 over the number for whom benefits were certified in June. The increase corresponds roughly to the net

increase during the month in the number of monthly benefits in force in current-payment status.

### **Employee Accounts Established and Employer Identification Numbers Assigned**

The weekly average of employee accounts established in July was approximately 190,000 (table 4). Although this number was 5.2 percent less than the June average, the highest since the months of initial registration, it reflects a continuing heavy movement of workers into the labor market seeking jobs in covered employment resulting from the defense program.

The weekly average of employer identification numbers assigned was 9,200, 9.0 percent higher than the weekly average in the previous month.

**Table 4.—Weekly average of employee accounts established and employer identification numbers assigned, by State, July 1941<sup>1</sup>**

Social Security Board region and State	Employee accounts		Employer identification numbers		Social Security Board region and State	Employee accounts		Employer identification numbers	
	Average number	Percentage distribution	Average number	Percentage distribution		Average number	Percentage distribution	Average number	Percentage distribution
Total.....	189,860	100.0	9,215	100.0	Region VII—Continued.				
Region I:					South Carolina.....	2,988	1.6	76	0.8
Connecticut.....	2,934	1.5	107	1.2	Tennessee.....	5,064	2.7	176	1.9
Maine.....	1,549	.8	42	.5	Region VIII:				
Massachusetts.....	6,913	3.6	20	.2	Iowa.....	2,593	1.4	138	1.5
New Hampshire.....	1,052	.6	46	.5	Minnesota.....	2,736	1.5	238	2.6
Rhode Island.....	1,480	.8	49	.5	Nebraska.....	1,186	.6	74	.8
Vermont.....	464	.2	30	.3	North Dakota.....	419	.2	18	.2
Region II:					South Dakota.....	400	.2	44	.5
New York.....	21,489	11.3	1,268	13.8	Region IX:				
Region III:					Arkansas.....	3,302	1.7	49	.5
Delaware.....	373	.2	12	.1	Kansas.....	1,868	1.0	106	1.1
New Jersey.....	7,106	3.7	337	3.7	Missouri.....	5,203	2.7	309	3.3
Pennsylvania.....	13,181	6.9	559	6.1	Oklahoma.....	2,327	1.2	146	1.6
Region IV:					Region X:				
District of Columbia.....	1,388	.7	49	.5	Louisiana.....	3,121	1.6	85	.9
Maryland.....	2,409	1.3	157	1.7	New Mexico.....	634	.3	51	.6
North Carolina.....	3,909	2.1	124	1.3	Texas.....	8,848	4.7	580	6.3
Virginia.....	3,574	1.9	154	1.7	Region XI:				
West Virginia.....	2,206	1.2	62	.7	Arizona.....	516	.3	24	.3
Region V:					Colorado.....	1,514	.7	113	1.2
Kentucky.....	2,940	1.5	71	.8	Idaho.....	501	.3	48	.5
Michigan.....	7,808	4.1	365	4.0	Montana.....	489	.3	43	.5
Ohio.....	10,604	5.6	486	5.3	Utah.....	622	.3	20	.2
Region VI:					Wyoming.....	319	.2	28	.3
Illinois.....	13,981	7.4	838	9.1	Region XII:				
Indiana.....	5,216	2.7	274	3.0	California.....	10,779	5.7	585	6.3
Wisconsin.....	4,405	2.3	223	2.4	Nevada.....	160	.1	20	.2
Region VII:					Oregon.....	1,324	.7	88	1.0
Alabama.....	4,489	2.4	91	1.0	Washington.....	3,045	1.6	196	2.1
Florida.....	2,211	1.2	312	3.4	Territories:				
Georgia.....	4,328	2.3	185	1.7	Alaska.....	148	.1	9	.1
Mississippi.....	3,006	1.6	106	1.1	Hawaii.....	679	.4	14	.1

<sup>1</sup> The data on employee accounts established and employer identification numbers assigned, while representing somewhat similar administrative operations, are not necessarily related from an economic viewpoint.



## Operations Under the Railroad Retirement Act\*

Total net benefits certified to the Secretary of the Treasury in July amounted to \$10.4 million (table 1). This amount was slightly more than in the previous month, as a result almost entirely of the increase in certifications of lump-sum death benefits. Total payments for other classes of benefits, except survivor annuities, were lower in July than in June. Payments on employee annuities in force continued to increase, but total payments were lower because of the relatively small number of new certifications and a resulting decline in retroactive payments. These payments have tended to decline as the number of new certifications and the length of time between annuity beginning dates and certification dates have decreased.

New certifications of employee annuities in July numbered 1,464 or 250 less than in June. After adjustments for suspensions and reinstatements, the excess of new certifications over terminations due to death resulted in an increase of 720 in the number of employee annuities in force at the end of the month. The average monthly amount for all employee annuities initially certified in July, including those subject to recer-

tification, was \$63.79. About 27 percent of them were subject to recertification. The average monthly payment for all employee annuities in force July 31 was \$65.71; it is estimated that about 5 percent were subject to recertification.

A total of 1,822 applications for employee annuities was received in Washington in July, approximately the monthly average for the fiscal year just passed.

The number of pensions in force declined by 238 from the end of the preceding month. The average pension payable on July 31 was \$58.91.

Thirty-two new survivor annuities were certified in July, compared with 43 in June. With nine survivor annuities terminated by death during the month, the total number in force, after minor adjustments, stood at 2,791. The average monthly payment for the annuities in force at the end of July was \$32.51.

Seventy-two death-benefit annuities were certified during the month, and 89 were terminated. The number in force at the end of July was 690. The average monthly payment was \$36.09.

Certifications of lump-sum death benefits numbered 1,315 during July, as compared with 998 in June and a monthly average of 1,098 in the fiscal year 1940-41. The average payment certified in

\*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

**Table 1.—Railroad retirement: Number and amount of annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of payment, July 1941<sup>1</sup>**

Period and administrative action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities <sup>2</sup>		Lump-sum death benefits	
	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount
In force as of June 30, 1941.....	153,094	\$9,733,869	118,533	\$7,787,408	31,080	\$1,830,875	2,771	\$90,045	710	\$25,540		
During July 1941:												
Initial certifications.....	1,568	96,962	1,464	93,385	0	0	32	1,043	72	2,533		
Terminations by death (de- duct).....	1,050	63,673	709	46,121	243	14,209	9	288	89	3,052		
In force as of July 31, 1941 <sup>3</sup> .....	153,576	9,769,086	119,253	7,836,630	30,842	1,816,816	2,791	90,736	690	24,902		
Retroactive payments.....		392,630		376,245		924		6,254		9,206		
Lump-sum death benefits.....	1,315	* 317,575									1,315	* \$317,575
Cancellations and repayments (de- duct).....		67,424		50,682		15,447		364		97		832
Total payments (net).....		10,411,869		8,162,194		1,802,293		96,626		34,011		316,743

<sup>1</sup> For definitions of classes of payments, see the Bulletin, July 1939, p. 7. Data based on month ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Correction for claims certified or terminated in error or for incorrect amount is made in data for month in which error was discovered and not in which error was made. Cents omitted.

<sup>2</sup> In a few cases payments are made to more than 1 survivor on account of

death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; practically all terminations are of latter type.

<sup>3</sup> After adjustments for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payments).

<sup>4</sup> Includes \$3,472 additional payments on claims initially certified in previous months.

July, \$238.86, was slightly lower than the June average of \$239.92 but considerably higher than the average of \$218.64 for the past fiscal year. The average payment of lump-sum death benefits tends to increase as the employee earnings upon which these benefits are based accumulate for the

period beginning January 1, 1937. A decline sometimes occurs, however, when a group of delayed claims with smaller accumulated earnings is certified, or when certifications include a relatively large number for beneficiaries of employees in low-paid occupations.

# SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

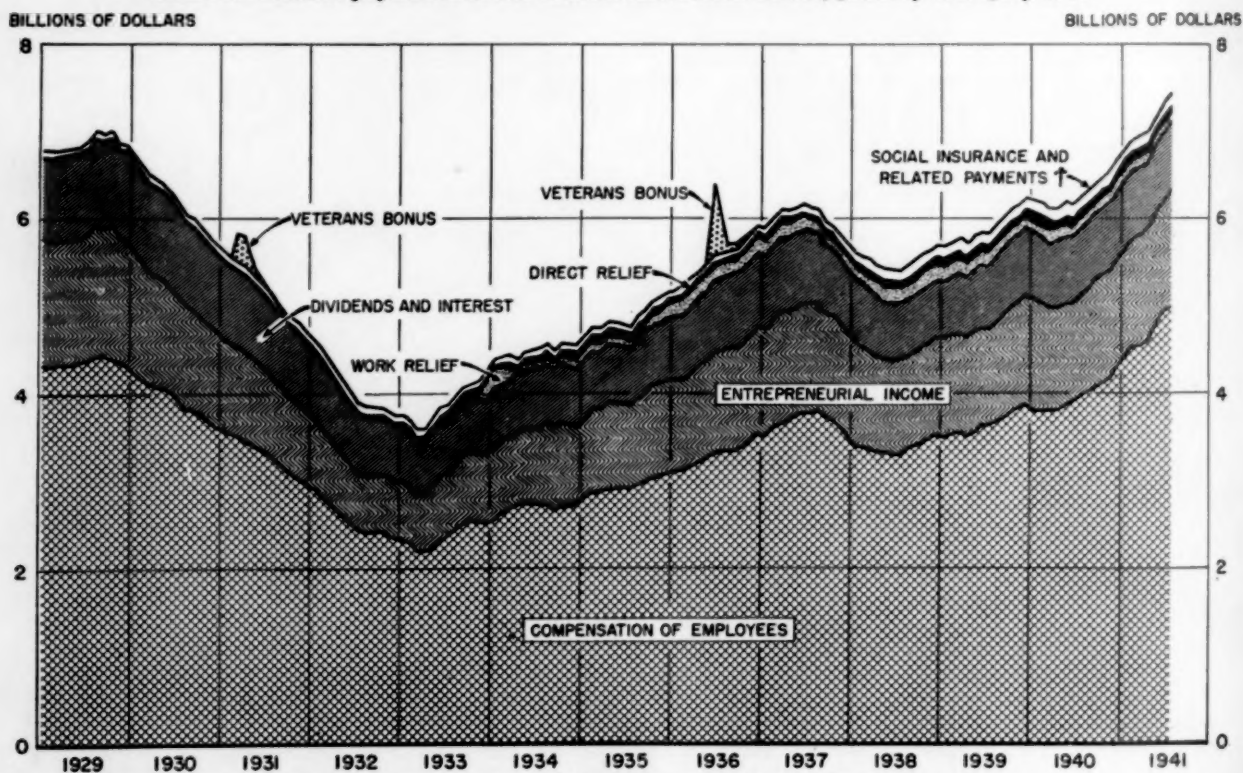
## Income Payments to Individuals

Total income payments to individuals have increased continuously in recent months. In July 1941, they were 19 percent greater than in the corresponding month of the preceding year. Over this period, compensation of employees showed the greatest increase—25 percent—of any of the components of income payments. Entrepreneurial income and dividends and interest increased 16 and 5.3 percent, respectively. The increased industrial activity and high level of employment reflected in these figures were primarily responsible for the reductions in total relief and social insurance payments. Social insurance and related payments declined 12 percent, largely because of the 47-percent decrease in benefit pay-

ments under the unemployment insurance systems. The sharp decline of 21 percent in work relief payments was partially offset by a slight increase of 3.4 percent in direct relief payments. The improvement in employment opportunities was evidently not sufficient to absorb all workers laid off by the work relief programs because of reduced appropriations since 1939-40.

In July 1941, total income payments, compensation of employees, entrepreneurial income, dividends and interest, and social insurance and related payments showed slight increases from the preceding month, ranging from 0.7 to 1.7 percent, with the greatest percentage increase in entrepreneurial income and the smallest increase in

Chart 1.—Income payments in the continental United States, January 1929–July 1941<sup>1</sup>



<sup>1</sup> Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.

<sup>†</sup> Represents payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance. Industrial pensions are included under compensation of employees.

Source: U. S. Department of Commerce, National Income Division



social insurance and related payments. Work relief and direct relief payments decreased 9.6 and 2.1 percent, respectively.

### Estimated Pay Rolls in Covered Employment

While social insurance and related payments constitute a very small proportion of total income payments, the programs to which they relate cover a large proportion of all wages and salaries. Workers in employment covered by these programs are now accumulating wage credits and employment experience which may in the future enable them to qualify for benefit rights. In this sense their present covered earnings represent the source of potential future protection under governmentally administered social insurance and related retirement programs.

For 1940, total pay rolls in employment covered by the old-age and survivors insurance program are estimated at \$36.3 billion, or 75 percent of all wages and salaries.<sup>1</sup> Of this amount, \$32.9 billion was taxable. An additional \$3.4 billion in nontaxable wages<sup>2</sup> was estimated to have been earned in industries covered by the program. The increase of 13 percent in total covered pay rolls

from 1937 to 1940 primarily reflects increased employment and only secondarily changes in coverage.

Pay rolls covered by the railroad retirement system totaled \$2.3 billion in 1940, or 4.7 percent of all wages and salaries in 1940. The railroad retirement system was the only social insurance system in which covered pay rolls were not larger in 1940 than in 1937. Total wages and salaries in the railroad industry dropped sharply in 1938 and, in spite of subsequent increases, had not regained the 1937 level by the end of 1940.

One of the largest relative increases from 1937 to 1940 occurred in pay rolls subject to contributions under the Civil Service Retirement Act. The 40-percent increase from \$1.0 to \$1.4 billion reflects a rise both in the number of Federal employees and in the proportion of Federal jobs covered by civil service.

About \$2.1 billion is estimated to have been paid in 1940 to employees of State and local governments and public education systems which maintain established retirement programs. This estimate was based on the assumption that 65 percent of all public education pay rolls and 38 percent of other State and local government pay rolls were covered by retirement systems in each

<sup>1</sup> See table 1, footnote 1.

<sup>2</sup> All earnings in excess of \$3,000 were exempt in 1940.

**Table 1.—Estimated pay rolls in employments covered by selected social insurance and retirement systems in proportion to all wages and salaries, 1937–40**

Year	All wages and salaries <sup>1</sup>	Pay rolls covered by retirement programs <sup>2</sup>						Pay rolls covered by unemployment insurance programs <sup>3</sup>		
		Total	Old-age and survivors insurance <sup>4</sup>	Railroad retirement	Civil service <sup>5</sup>	State and local government and public education <sup>6</sup>	Army and Navy	Total	State unemployment compensation <sup>7</sup>	Railroad unemployment insurance <sup>8</sup>
Amount (in millions)										
1937	\$44,678	\$37,594	\$32,079	\$2,265	\$1,050	\$1,858	\$342	( <sup>9</sup> )	( <sup>9</sup> )	\$2,265
1938	41,148	34,171	28,688	2,010	1,139	1,971	363	\$27,768	\$25,758	2,010
1939	44,396	37,700	31,907	2,149	1,221	2,034	389	31,523	29,374	2,149
1940	48,231	42,620	36,299	2,260	1,430	2,126	505	34,660	32,400	2,260
Percent of all wages and salaries										
1937	100.0	84.1	71.8	5.1	2.3	4.1	0.8	( <sup>9</sup> )	( <sup>9</sup> )	5.1
1938	100.0	83.0	69.7	4.9	2.7	4.8	.9	67.5	62.6	4.9
1939	100.0	84.9	71.9	4.8	2.7	4.6	.9	71.0	66.2	4.8
1940	100.0	88.4	75.3	4.7	3.0	4.4	1.0	71.9	67.2	4.7

<sup>1</sup> Represents estimated wages and salaries paid in cash and in kind in continental United States and, in addition, for Army and Navy pay rolls in all other areas; subject to revision. Differs from compensation of employees shown in table 1, pp. 74–76 of the August 1941 Bulletin and in chart 1, p. 76, of this issue, because wages and salaries include employee contributions for social insurance and retirement programs and exclude industrial pensions.

<sup>2</sup> All programs, except civil service, State and local governments, and public education, cover pay-rolls in continental United States, Alaska, and Hawaii. Pay-roll coverage in Alaska and Hawaii in 1940 is estimated at between \$94 and \$96 million for these programs. See footnote 1.

<sup>3</sup> Represents taxable wages plus estimated nontaxable wages in excess of \$3,000 earned in employment covered by program.

<sup>4</sup> Estimated on basis of data for fiscal years.

<sup>5</sup> Estimated on basis of total pay rolls, to exclude noncovered employees.

<sup>6</sup> Represents taxable wages plus estimated nontaxable wages earned in employment covered by program; excludes, however, earnings of railroad workers covered by State laws through June 1939.

<sup>7</sup> Estimated for 1937–June 1939 when railroad workers were covered by State unemployment compensation laws.

<sup>8</sup> Not available.

of the years 1937-40.<sup>3</sup> No more exact estimate is possible on the basis of existing data. State and local government pay rolls have increased each year since 1937, and consequently the proportion estimated to be covered by retirement systems has also risen, by 14 percent.

The Federal Government maintains noncontributory retirement and disability systems for the regular personnel of the Army and Navy (including the Marine Corps and the commissioned officers of the Coast Guard and Lighthouse Service). Consequently, the salaries of this personnel may also be regarded as affording future retirement and disability rights. Such payments amounted to \$505 million in 1940, an increase of 48 percent over 1937.

Altogether, \$42.6 billion, or 88 percent of all wages and salaries, would thus appear to represent the basis for potential future retirement, survivor, and/or disability rights. The character and scope of the protection afforded under the different systems vary greatly. All the systems require a minimum period of attachment as a condition of eligibility for benefits. Under the civil-service and most State and local retirement systems, individuals who do not remain in the system for most of their working lives may acquire no retirement benefit rights. Enlisted men must serve 30 years with the military forces in order to qualify for retirement pensions. For 1940 the Army and Navy pay-roll figure includes payments to draftees, national guardsmen, and many enlisted men who will serve only for the duration of the emergency. Under all the programs, workers who move frequently into and out of covered employment may not acquire any rights. Consequently, the figures on covered pay rolls overstate the amounts of wages and salaries which will actually serve as the basis for future benefit rights.

According to these estimates, the proportion of total pay rolls representing the source of potential future protection under governmentally administered retirement programs increased 13.4 percent from 1937 to 1940. Since wages and salaries in all industries increased 8.0 percent in the same period, covered industry pay rolls now

represent a somewhat larger proportion of total wages and salaries than was the case in 1937. This change in the proportion of covered pay rolls has resulted in only a minor degree from the extension of the programs to new groups of workers. It reflects primarily the relatively greater increase in industrial employment over employment in the noncovered occupations.

An increasingly large proportion of total wages and salaries also represents the basis of potential protection against unemployment.<sup>4</sup> In 1938, the first year for which figures are available on pay rolls covered by State unemployment compensation laws, covered pay rolls, excluding those of railroads, totaled \$25.8 billion. By 1940, covered pay rolls had increased to \$32.4 billion, primarily as a result of improved employment conditions, but also as a result of the extension of coverage under some of the State laws. In addition, the earnings of railroad workers covered by the Railroad Unemployment Insurance Act amounted to \$2.3 billion in 1940 as contrasted with the \$2.0 billion in covered earnings of railroad workers in 1938. Consequently, total unemployment compensation coverage was \$34.7 billion in 1940, or 72 percent of total wages and salaries, as contrasted with 68 percent in 1938.

Preliminary figures for the first quarter of 1941 indicate that both total wage and salary payments and covered pay rolls are still increasing. Total wages and salaries were 17 percent higher than in the corresponding period of 1940. Pay rolls in employment covered by the old-age and survivors insurance program showed an estimated increase of 23 percent from \$8.7 billion to \$10.7 billion over the same period. Covered pay rolls in the railroad industry totaled \$584 million, an increase of 6.8 percent over the first quarter of 1940. Similarly, pay rolls covered by State unemployment compensation laws were between \$8.5 and \$9.0 billion, or 15-22 percent higher than in the corresponding quarter a year ago. Pay rolls in employment covered by these social insurance programs are evidently continuing to increase at a more rapid rate than those in noncovered employment.

<sup>3</sup> Over this period there has been some increase in the number of retirement systems, but the data are inadequate to permit an estimate of the rate of increase.

<sup>4</sup> A large proportion of the pay rolls covered by old-age and survivors insurance, by unemployment insurance, and by Federal, State, and local retirement systems are also covered by workmen's compensation laws.

## Payments Under Selected Social Insurance and Related Programs

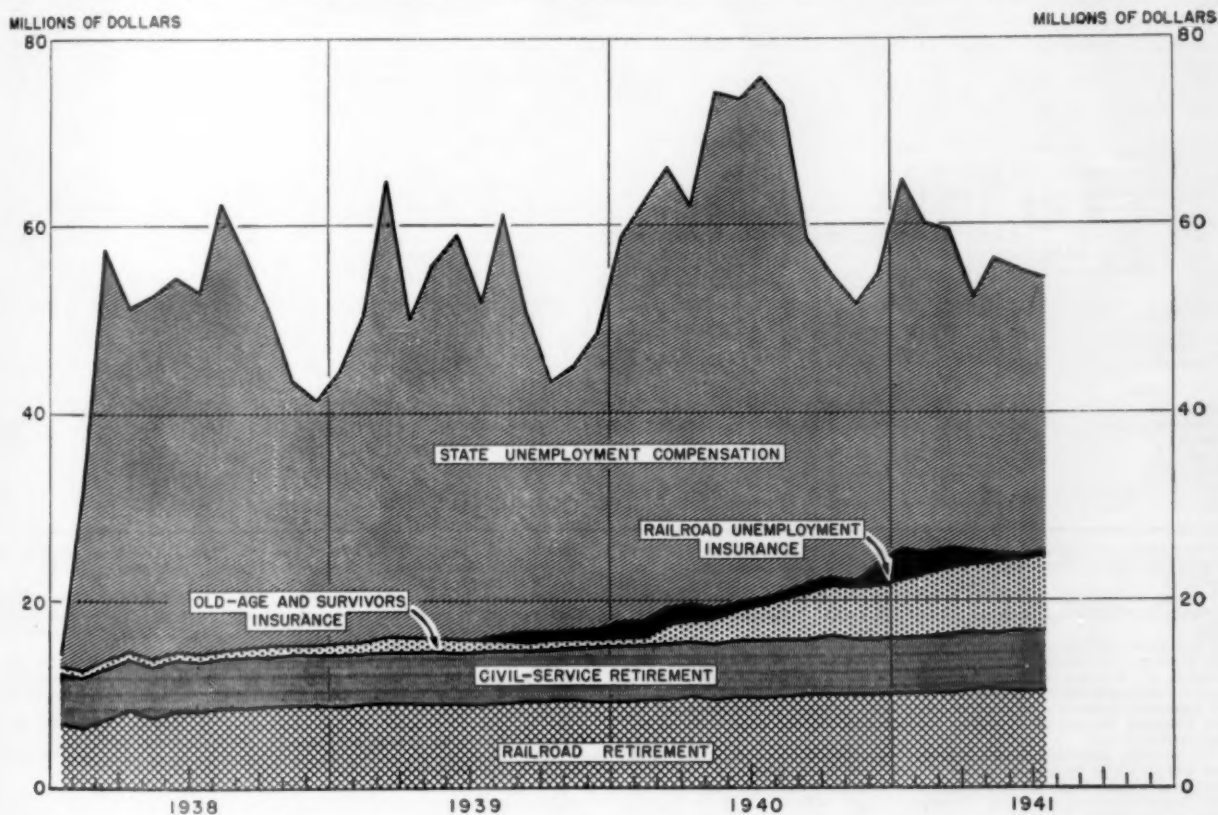
Payments under the selected social insurance and retirement programs included in this series aggregated \$54.5 million in July, 1.6 percent less than in June and 28 percent less than in July 1940 (chart 1 and table 1). Payments under the various retirement and survivor programs increased 2.2 percent, while unemployment insurance payments declined 4.4 percent from June levels. Total retirement and survivor payments have increased steadily for the past 8 months; in July they constituted 45 percent of the aggregate payments, compared with 25 percent a year earlier.

Monthly retirement payments of \$4.8 million under the old-age and survivors insurance program of the Social Security Act, while less than those under the older systems, showed the largest increase, 5.1 percent. Survivor payments under the same program increased 6.9 percent to \$2.2

million. Payments under State unemployment compensation laws decreased 4.1 percent to \$29.3 million, and under the Railroad Unemployment Insurance Act, 26 percent to \$355,000. Payments under the latter act were influenced by the beginning of a new uniform benefit year; for many claimants the necessity of serving a waiting period for the new benefit year reduced the number of compensable days and hence the amount of payments.

Lump-sum death payments under the various acts aggregated \$2.0 million. Payments of \$1.2 million under the Social Security Act included about \$16,000 under the 1935 act. Payments under the 1939 amendments with respect to the deaths of 8,300 covered workers who left no survivor currently entitled to monthly benefits were above the average of the preceding 6 months. So also were lump-sum payments under the other

Chart 1.—Payments under selected social insurance and retirement programs, January 1938–July 1941





acts, though payments to the survivors of civil-service employees and annuitants were considerably less than in June.

In general the number of beneficiaries (table 2) and the amount of payments change in the same direction. However, the number of annuitants on the rolls of the Railroad Retirement Board continued in July the normal slight increase, while total monthly retirement and survivor payments certified showed a slight decline because of a decrease in the amount of retroactive payments, arising from administrative causes. Moreover, the average weekly number of beneficiaries under the State unemployment compensation laws was 10.5 percent less in weeks ended in July than in weeks ended in June, though total benefits in the

calendar month declined only 4.1 percent. On the other hand, the percentage decrease in beneficiaries under the Railroad Unemployment Insurance Act was less than half the decrease in total benefits, because the waiting-period requirement decreased the average payment.

The largest number of beneficiaries of the various programs are still the short-term beneficiaries of the State unemployment compensation laws; these recipients averaged 611,000 for the calendar weeks ended in July. About 580,000 different individuals were reported as receiving monthly benefits under the various retirement and survivors' programs. The 359,000 beneficiaries under the Social Security Act include 170,000 retired workers, the wives of 47,000 of these

Table 1.—Payments under selected social insurance and retirement programs, by specified period, 1936-41<sup>1</sup>

[In thousands]

Year and month	Total	Retirement and survivor payments									Refunds under the Civil Service Commission to employees leaving service <sup>3</sup>	Unemployment insurance payments			
		Total	Monthly retirement payments <sup>2</sup>			Survivor payments <sup>4</sup>						Total	State unemployment compensation law <sup>5</sup>	Railroad Unemployment Insurance Act <sup>10</sup>	
			Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>6</sup>	Civil Service Commission <sup>7</sup>	Monthly payments		Lump-sum payments							
						Social Security Act <sup>7</sup>	Railroad Retirement Act <sup>8</sup>	Social Security Act <sup>9</sup>	Railroad Retirement Act <sup>4</sup>	Civil Service Commission <sup>9</sup>					
Calendar year:															
1936	\$59,372	\$56,377		\$683	\$51,630		\$2			\$4,062	\$2,864	\$131	\$131		
1937	105,429	99,818		40,001	53,694		444	\$1,278		4,401	3,479	2,132	2,132		
1938	599,367	169,640		96,749	66,118		1,400	10,478	\$291	4,604	3,326	396,401	396,401		
1939	626,270	187,837		107,282	58,331		1,451	13,895	1,926	4,952	2,846	435,587	429,820	\$5,767	
1940	765,809	226,533	\$21,242	114,167	62,019	\$7,617	1,448	11,734	2,496	5,810	3,277	535,999	520,110	15,889	
1940															
July	75,976	19,255	2,025	9,508	5,249	687	121	973	190	502	268	56,463	55,750	703	
August	72,751	19,723	2,339	9,639	5,238	799	118	857	183	550	338	52,690	51,701	1,086	
September	58,366	20,472	2,681	9,696	5,254	952	121	1,100	253	415	273	37,621	36,595	1,026	
October	54,695	21,187	2,977	9,753	5,246	1,132	132	1,118	236	593	327	33,181	32,231	960	
November	51,633	20,968	3,066	9,738	5,262	1,196	124	939	178	465	332	30,333	29,561	772	
December	54,875	21,296	3,304	9,695	5,288	1,280	124	982	206	417	286	33,293	30,887	2,406	
1941															
January	64,840	21,929	3,603	9,739	5,312	1,363	120	1,063	221	478	266	42,645	39,270	3,378	
February	60,859	22,532	3,757	9,899	5,307	1,602	124	1,225	187	431	259	37,068	34,611	2,457	
March	59,371	23,194	4,030	9,792	5,360	1,762	125	1,241	226	658	324	35,853	33,608	2,245	
April	52,344	23,595	4,185	9,960	5,392	1,828	130	1,111	411	578	301	28,448	26,998	1,450	
May	56,486	23,680	4,386	10,003	5,401	1,928	133	1,080	367	382	384	32,422	31,574	845	
June	55,330	23,950	4,530	9,973	5,387	2,020	135	1,026	242	637	373	31,007	30,530	477	
July	54,451	24,466	4,759	9,964	5,418	2,160	131	1,179	317	538	337	29,648	29,293	353	

<sup>1</sup> Payments to individual beneficiaries under programs; data exclude cost of administration. For detailed data, see tables in program sections of the Bulletin.

<sup>2</sup> Represents old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts.

<sup>3</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent primary benefits, wife's benefits, and benefits to children of primary beneficiaries. Distribution by type of benefit partly estimated for 1940.

<sup>4</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day.

<sup>5</sup> Principally payments under civil-service retirement and disability fund but includes also payments under Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund administered by the Civil Service Commission. Includes accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of

data for fiscal years. For discussion of benefits and beneficiaries under the Civil Service Retirement Act, see the Bulletin, April 1941, pp. 29-42.

<sup>6</sup> See footnotes 5 and 8.

<sup>7</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent widow's benefits, widow's current benefits, parent's benefits, and orphan's benefits. Distribution by type of benefit partly estimated for 1940.

<sup>8</sup> Amounts certified to the Secretary of the Treasury for payment; represent payments at age 65 for 1937-August 1939, payments with respect to deaths of covered workers prior to Jan. 1, 1940, for entire period, and beginning January 1940 payments with respect to deaths of covered workers after Dec. 31, 1939. Payments at age 65 totaling \$651,000 in 1937, \$4,706,000 in 1938, and \$4,574,000 in 1939, are not survivor payments.

<sup>9</sup> Amount of checks issued, reported by State agencies to the Bureau of Employment Security.

<sup>10</sup> Amounts certified by regional offices of the Railroad Retirement Board to disbursing officers of the Treasury in the same city.

workers and 11,000 children under 18, and 130,000 survivors of deceased workers or annuitants;<sup>1</sup> they probably represent some 230,000 families. Since no supplementary benefits are provided

<sup>1</sup> See table 2, p. 72.

under the Railroad Retirement Act or the three acts administered by the Civil Service Commission, the 150,000 retired railway workers and 67,000 retired Government workers represent 217,000 different families.

Table 2.—Individuals receiving payments under selected social insurance and retirement programs, by month, July 1940–July 1941

[In thousands]

Year and month	Retirement and survivor beneficiaries								Separated employees receiving refunds under the Civil Service Commission <sup>8</sup>	Unemployment insurance beneficiaries	
	Monthly retirement beneficiaries			Survivor beneficiaries						State unemployment compensation laws <sup>10</sup>	Railroad Unemployment Insurance Act <sup>11</sup>
				Monthly beneficiaries		Lump-sum beneficiaries <sup>6</sup>					
	Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>2</sup>	Civil Service Commission <sup>3</sup>	Social Security Act <sup>4</sup>	Railroad Retirement Act <sup>5</sup>	Social Security Act <sup>7</sup>	Railroad Retirement Act	Civil Service Commission <sup>8</sup>			
1940											
July.....	86.3	142.1	63.5	34.5	3.1	7.6	1.0	0.5	1.2	1,220.0	22.3
August.....	101.6	143.0	63.8	41.8	3.1	6.7	1.0	.5	1.6	1,121.8	31.1
September.....	115.6	143.9	64.4	49.3	3.2	8.6	1.3	.4	1.6	875.4	37.8
October.....	130.9	144.9	64.6	59.1	3.2	8.6	1.1	.6	1.7	698.1	28.9
November.....	140.7	145.6	65.0	66.7	3.2	7.2	.9	.7	1.5	676.1	20.3
December.....	150.6	146.0	65.2	75.1	3.3	7.3	1.0	.6	1.6	666.6	73.7
1941											
January.....	164.8	146.4	65.5	83.3	3.3	7.8	1.0	.9	1.7	825.7	77.6
February.....	175.0	147.3	65.5	92.9	3.3	9.1	.8	.5	1.7	806.4	63.2
March.....	190.7	147.6	66.1	101.2	3.3	9.1	1.0	.7	1.9	761.7	55.6
April.....	200.8	148.1	66.3	108.7	3.4	8.2	1.7	.6	2.0	589.6	38.5
May.....	211.1	148.9	66.8	115.8	3.4	7.9	1.5	.4	2.5	659.0	20.7
June.....	218.8	149.6	66.9	122.4	3.4	7.4	1.0	.6	2.6	682.9	11.4
July.....	229.0	150.2	67.1	129.9	3.5	8.6	1.3	.6	2.5	611.1	10.0

<sup>1</sup> Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit partly estimated for 1940.

<sup>2</sup> Employee annuitants and pensioners on roll at end of month; includes disability annuitants.

<sup>3</sup> Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements after 30 years' service, and involuntary separations after not less than 15 years' service. Figures not adjusted for suspension of annuities of persons who have returned to work in the War and Navy Departments under the National Defense Act of June 28, 1940, numbering 408 in July 1941.

<sup>4</sup> Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit partly estimated for 1940.

<sup>5</sup> Widows receiving survivor benefits under joint and survivor elections

and next of kin receiving death-benefit annuities for 12 months. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

<sup>6</sup> Number of deceased wage earners with respect to whose wage records payments were made to survivors.

<sup>7</sup> Represents deceased wage earners whose survivors received payments under either 1935 or 1939 act.

<sup>8</sup> See footnote 3 for programs covered. Represents survivors of employees who died before retirement age and of annuitants with unexpended balances.

<sup>9</sup> See footnote 3 for programs covered.

<sup>10</sup> Represents average number of weeks of unemployment compensated in calendar weeks ended within month.

<sup>11</sup> Number of individuals receiving benefits during second and third weeks of month for days of unemployment in registration periods of 15 consecutive days through November 1940 and of 14 days thereafter.

# Financial and Economic Data

## Receipts and Expenditures

July 1941 marks the beginning of the sixth complete fiscal year of operation under the Social Security Act. Social security taxes during the month amounted to \$47 million, which was \$8 million more than in July 1940 and \$5 million more than in April, the first month of the previous quarter (table 1). Although social security taxes were higher in July than in April, total Federal receipts were \$146 million less. This de-

crease is not unusual inasmuch as large payments are made in April under income tax and other levies.

Total tax collections for the selected social insurance programs amounted to \$194.5 million in July, of which \$146.6 million was collected by the State agencies in State unemployment contributions and the remainder was paid directly to the designated agencies in the Federal Government (table 2). State unemployment contribu-

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-41

[In millions]

Period	General and special accounts										Trust accounts, etc., <sup>7</sup> excess receipts (+) or expenditures (-)	Change in general fund balance	Public debt					
	Receipts of Federal Government				Expenditures <sup>4</sup> of Federal Government								Total	Old-age and survivors insurance trust fund	Unemployment trust fund <sup>5</sup>	Railroad retirement account	All other	
	Total <sup>1</sup>	Social security taxes <sup>2</sup>	Railroad retirement and unemployment taxes <sup>3</sup>	All other	Total <sup>1</sup>	Under the Social Security Act		Under the Railroad Retirement Board		Excess receipts (+) or expenditures (-)								
						Admini- strative ex- penses and grants to States <sup>6</sup>	Net ap- propriations and transfers to old-age and survivors insurance trust fund	Admini- strative ex- penses <sup>4</sup>	Transfers to railroad retirement account									
<b>Fiscal year:</b>																		
1936-37.....	\$5,294	\$252	( <sup>9</sup> )	\$5,042	\$8,442	\$183	\$265	\$1	\$7,993	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312		\$35,846	
1937-38.....	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	37,165	662	872	\$66	35,965	
1938-39.....	5,668	631	109	4,928	9,210	342	503	* 3	107	8,255	-3,542	+890	40,440	1,177	1,267	67	37,929	
1939-40.....	5,925	712	126	5,087	9,537	370	539	* 8	121	8,490	-3,612	+137	42,968	1,738	1,710	79	39,441	
1940-41.....	8,269	788	144	7,337	13,372	447	661	* 7	124	12,133	-5,103	-148	48,961	2,381	2,273	74	44,233	
<b>1940</b>																		
July.....	367	39	1	327	854	64	36	( <sup>9</sup> )	20	734	-487	+51	43,771	1,733	1,723	79	40,236	
August.....	566	132	7	427	825	34	119	1	26	645	-259	+320	43,905	1,728	1,808	85	40,284	
September.....	711	3	26	682	760	17	1	1	10	731	-49	-158	44,073	1,876	1,790	85	40,322	
October.....	365	37	( <sup>9</sup> )	328	901	57	32	( <sup>9</sup> )		812	-536	-24	44,137	1,871	1,821	85	40,300	
November.....	485	133	5	347	940	37	123	1	20	759	-455	+216	44,273	1,866	1,934	85	40,388	
December.....	741	4	31	706	1,173	19	1	( <sup>9</sup> )	1,153	-432	-209	+111	45,025	2,016	1,945	85	40,979	
<b>1941</b>																		
January.....	372	46	1	325	1,142	53	32	( <sup>9</sup> )	10	1,047	-771	+15	45,877	2,006	1,974	85	41,812	
February.....	674	188	5	481	1,208	30	132	1	20	1,025	-534	-3	46,090	2,002	2,087	85	41,916	
March.....	1,567	4	31	1,532	1,400	36	( <sup>9</sup> )	1	10	1,353	+167	-239	+1,014	47,173	2,161	2,077	85	42,850
April.....	602	42	1	559	1,352	49	37	1	8	1,257	-750	+402	-290	47,231	2,151	2,117	85	42,878
May.....	541	157	8	376	1,288	35	147	1		1,105	-747	-264	-521	47,721	2,146	2,254	84	43,237
June.....	1,277	4	28	1,245	1,530	17	1	1		1,511	-252	-259	+729	48,961	2,381	2,273	74	44,233
July.....	456	47	1	408	1,640	60	43	1	46	1,490	-1,185	+599	-34	49,513	2,371	2,333	108	44,701

<sup>1</sup> Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous periods.

<sup>2</sup> Represents collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act.

<sup>3</sup> Represents total collections under the Carriers Taxing Act and 10 percent of collections under the Railroad Unemployment Insurance Act (see table 2, footnote 5).

<sup>4</sup> Excludes public-debt retirement. Based on checks cashed and returned to the Treasury.

<sup>5</sup> Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 3, footnote 1); also excludes grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other." Also excludes administrative expenses incurred by the Treasury prior to July 1940 in administration of title II of the Social

Security Act and the Federal Insurance Contributions Act. Includes expenses incurred by the Social Security Board in administration of the Wagner-Peyser Act, beginning July 1940.

<sup>6</sup> Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938-39, \$5.0 million in 1939-40, \$3.4 million in 1940-41, and \$195,000 in 1941-42; also includes \$1,100,000 expended since April 1941 for acquisition of service and compensation data of railroad workers in accordance with Public Res. 102, approved Oct. 9, 1940.

<sup>7</sup> Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

<sup>8</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

<sup>9</sup> Less than \$500,000.

<sup>10</sup> Excludes amounts reimbursed to the Treasury for administrative expenses, which were part of transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.



tions, which are usually high in the first month of a quarter, represented 75 percent of the total collections under the selected programs in July, while Federal insurance contributions of \$44.8 million represented 23 percent. Receipts under each of the programs were higher in July than a year ago.

The social security taxes and railroad retirement and unemployment taxes included in Federal receipts (table 1) represented 10.5 percent of the total in July 1941, as compared with 10.9 percent in July 1940 and 7.1 percent in April 1941.

The net total of the items included in the column "Trust accounts, etc." (table 1) shows an excess of receipts of \$599 million for the month of July, as compared with an excess of expenditures in both May and June. Special cautions in drawing inferences as to the role of the social security funds in this total are necessary, because of the dominating influence of the transactions of other agencies, including those affected by the defense program. The marked rise in net receipts during July can be traced to funds other than the social insurance accounts. The classification includes not only the net receipts and expenditures of the old-age and survivors insurance trust fund, the unemployment trust fund, and the railroad retirement account, but also the net financial transactions of the Reconstruction Finance Corporation, Home Owners' Loan Corporation, the Commodity Credit Corporation, and other agencies which maintain checking accounts with the Treasury. These transactions, which represent the sales and redemptions of guaranteed obligations in the open market, lending operations, and all other receipts and expenditures of the agencies included, are the primary cause of variations in the amounts recorded under trust accounts and outweigh the effect of operations of the social insurance funds on the total. It is, therefore, impossible to discern the pattern of the social insurance trust funds merely by examination of the "trust accounts" column of the table.

The ratio of Federal expenditures under the Social Security Act and under the Railroad Retirement Board to total Federal expenditures was 9.1 percent in July 1941, as compared with 14.1 percent a year ago. The decline in the ratio results from the proportionately greater increase in other Federal expenditures, particularly for national defense purposes.

The marked increase from last July in administrative expenses under the Social Security Act reflects the inclusion in the current July figure of expenditures by the Department of the Treasury in administering title II of the Social Security Act, an item not shown separately for July 1940 (table 3). On the other hand, the various grants programs, except that for public health work, showed a decline from July a year ago. The largest decrease occurred in grants for maternal

Table 2.—Social insurance taxes under selected programs, by specified period, 1936-41

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Taxes on carriers and their employees <sup>2</sup>	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions <sup>5</sup>
Cumulative through July 1941.....	\$2, 579, 174	\$518, 514	\$3, 728, 439	\$456, 157	\$117, 379
Fiscal year:					
1936-37.....	194, 346	345	(6)	57, 751	-----
1937-38.....	514, 406	150, 132	(6)	90, 104	-----
1938-39.....	530, 358	109, 257	803, 007	100, 869	-----
1939-40.....	604, 694	120, 967	853, 955	107, 523	49, 167
1940-41.....	600, 555	136, 942	888, 442	97, 677	68, 162
1940					
July.....	38, 064	529	104, 497	504	12
August.....	123, 829	7, 052	95, 625	8, 132	1, 180
September.....	2, 750	24, 587	7, 861	584	15, 065
October.....	34, 500	366	115, 721	2, 747	22
November.....	125, 124	4, 804	85, 117	7, 998	868
December.....	3, 141	29, 166	12, 464	558	16, 331
1941					
January.....	33, 923	604	129, 532	12, 082	44
February.....	134, 433	5, 414	85, 561	53, 475	569
March.....	2, 588	28, 951	6, 867	918	16, 739
April.....	39, 228	1, 371	127, 940	2, 447	70
May.....	149, 679	7, 979	105, 763	7, 453	957
June.....	3, 286	26, 120	8, 495	780	16, 306
July.....	44, 816	872	146, 570	2, 234	80

<sup>1</sup> Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

<sup>2</sup> Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

<sup>3</sup> Represents contributions plus penalties and interest collected from employers and contributions from employees deposited in State clearing accounts. For differences in State rates, see p. 42, table 8, footnote 1. Data include contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$105.9 million as of July 31, 1941, are not deducted. Figures reported by State agencies, corrected to July 31, 1941.

<sup>4</sup> Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607), payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

<sup>5</sup> Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act, and 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts therefore differ from figures on p. 82, table 1, which represent only the 10 percent deposited with the Treasury.

<sup>6</sup> Not available.

<sup>7</sup> Includes \$40.6 million subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to Federal Government.

and child welfare administered by the Children's Bureau; only \$66,000 was expended in July 1941, as compared with \$639,000 in July 1940.

Net appropriations and transfers to the old-age and survivors insurance trust fund were \$7 million higher than in the previous July.

The total amount appropriated for administrative expenses and grants to States under the Social Security Act for the fiscal year 1941-42 is \$464 million, as compared with \$441 million in the previous fiscal year. This rise reflects mainly the increase of 10 percent in old-age assistance appropriations. Appropriations for aid to dependent children and for aid to the blind decreased from those of the previous year; those for unemployment compensation administration rose \$1.5 million to a point about \$17 million less than the maximum permitted by law for the fiscal year. Appropriations for the remaining grants programs were at the same level as in 1940-41.

The economic indexes which are most indicative of movements in social security receipts and expenditures continued at high levels during July. The unadjusted Federal Reserve Board index of industrial production remained at the June figure of 157. Construction contracts declined less than seasonally in July.

The volume of nonagricultural employment showed a net increase during July. Although employment continued to expand in manufacturing as a whole, certain groups such as the aluminum-utensil and hosiery industries suffered substantial losses in employment owing to shortages of materials for consumption goods. Where such lay-offs are localized, there is an increase in payments from the State unemployment funds as well as a corresponding decline in the State unemployment tax receipts. These declines, however, were more than counterbalanced by increased activity in defense industries, so that Federal insurance contributions continued to increase.

Employment and weekly pay rolls in manufacturing advanced in July to the highest levels on record, bringing the Bureau of Labor Statistics unadjusted factory employment index to 130.5 and the manufacturing pay-roll index to 152.5, as compared with 103.2 and 98.2, respectively, in July 1940. Pay rolls, and consequently the pay-roll taxes based on them, have increased at a more rapid rate than employment as a result of wage-

rate increases, longer hours, and overtime premiums.

The Bureau of Labor Statistics index of cost of living in large cities increased 0.6 percent from mid-June to mid-July, bringing the index to 105.2. The index is almost 7 percent higher than at the outbreak of the European war in 1939; more than half of this increase has occurred since March of this year. Notable among the components which have risen in recent months are retail food prices,

**Table 3.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1940-42<sup>1</sup>**

[In thousands]

Item	Fiscal year 1940-41		Fiscal year 1941-42	
	Appropriations <sup>2</sup>	Expenditures through July <sup>3</sup>	Appropriations <sup>2</sup>	Expenditures through July <sup>3</sup>
Total.....	\$440,894	\$63,960	\$463,829	\$30,735
Administrative expenses.....	27,694	2,132	26,129	2,738
Federal Security Agency, Social Security Board <sup>4</sup> .....	27,220	2,087	25,655	2,114
Department of Labor, Children's Bureau.....	364	33	364	31
Department of Commerce, Bureau of the Census.....	110	12	110	11
Department of the Treasury <sup>5</sup> .....	( <sup>6</sup> )	( <sup>6</sup> )	( <sup>6</sup> )	57
Grants to States.....	413,200	61,828	437,700	28,997
Federal Security Agency.....	402,000	61,189	426,500	26,916
Social Security Board.....	391,000	58,900	415,500	24,308
Old-age assistance.....	245,000	34,601	270,000	33,402
Aid to dependent children.....	75,000	8,182	74,000	6,910
Aid to the blind.....	10,000	972	9,000	918
Unemployment compensation administration.....	61,000	7 15,146	62,500	7 13,129
Public Health Service: Public health work.....	11,000	2,288	11,000	2,857
Department of Labor, Children's Bureau.....	11,200	639	11,200	66
Maternal and child health services.....	5,820	318	5,820	1
Services for crippled children.....	3,870	118	3,870	13
Child welfare services.....	1,510	203	1,510	52

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$113,000 was appropriated in 1940-41 and \$112,000 in 1941-42 for administration in the Office of Education, and \$2 million in 1940-41 and \$2,650,000 in 1941-42 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,625,000 in 1940-41 and \$1,665,000 in 1941-42 in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year. Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>3</sup> Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act.

<sup>4</sup> Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

<sup>5</sup> Not available.

<sup>6</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program. Excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3 million was appropriated in 1940-41 and \$3,100,000 in 1941-42.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

which were 9.5 percent higher in July 1941 than in the previous July. Since food is such an important item in the budget of low-income families, it is obvious that the monthly payments under the various social security programs cannot go as far in supplying these needs as formerly.

#### Old-Age and Survivors Insurance Trust Fund

Contributions appropriated to the old-age and survivors insurance trust fund—equal to taxes collected under the Federal Insurance Contributions Act—amounted to \$45 million in July 1941, bringing the total of such appropriations to \$733 million to date (table 4).

The column on transfers from the general fund of the Treasury to the trust fund, previously included in the table, is no longer shown, but data for the fiscal years are summarized in footnote 1 of the table. These transfers ceased when the 1939 amendments to the act became effective.

In July, \$10 million of 3-percent special Treasury notes were redeemed, and the entire sum was made available to the account of the disbursing officer. Benefits under the old-age and survivors insurance program, on a checks-cashed basis, amounted to

\$7.5 million in July, an increase of 4.6 percent over checks cashed in the preceding month.

Assets of the fund increased \$35 million in July, bringing the total to \$2,433 million. The July reimbursement to the Treasury for administrative expenses was slightly less than those in the previous 3 months.

#### Railroad Retirement Account

Of the \$140.9 million appropriation credited to the railroad retirement account for the fiscal year 1941-42 (table 5), \$46.4 million was transferred in July from the general fund of the Treasury to the trust fund account for benefit payments and investment. About \$10.3 million of the amount transferred was expended during the month for benefit payments, and \$33.9 million was invested in Treasury notes. Total assets of the account at the end of July amounted to \$217.6 million, consisting of \$107.9 million in Treasury notes, \$15.2 million in cash credited to the disbursing officer, and \$94.5 million in the general fund of the Treasury.

The transfer of about one-third of the annual appropriation at the beginning of the fiscal year

Table 4.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-41

[In thousands]

Period	Receipts <sup>1</sup>		Expenditures		Assets				
	Contributions appropriated to trust fund <sup>2</sup>	Interest received <sup>3</sup>	Benefit payments <sup>4</sup>	Reimbursement for administrative expenses	Special Treasury notes acquired <sup>5</sup>		Cash with disbursing officer at end of period	Credit of fund account at end of period <sup>6</sup>	Total assets at end of period
					3-percent	2½-percent			
Cumulative through July 1941.....	\$732,956	\$143,081	\$106,934	\$41,330	\$1,042,500	\$1,328,100	\$13,310	\$48,864	\$2,432,774
Fiscal year:									
1936-37.....		2,262	27		267,100		73	62	267,235
1937-38.....		15,412	5,404		395,200		1,931	113,012	777,243
1938-39.....		26,951	13,892		514,900		3,036	66	1,180,302
1939-40.....		42,489	15,805	12,288	236,000	324,900	6,098	500	1,744,698
1940-41.....	688,141	55,958	64,342	26,840	-360,700	1,003,200	10,778	6,238	2,397,615
1940									
July.....	38,064	10	3,117	2,221	-5,000		7,979	36,354	1,777,434
August.....	121,413	17	3,565	2,221	-5,000		9,413	155,565	1,893,078
September.....	2,761	77	3,878	2,221	-11,500	159,000	10,370	3,848	1,889,817
October.....	34,500	42	4,942	2,407	-5,000		10,426	35,985	1,917,011
November.....	125,124	54	4,783	2,407	-5,000		10,640	158,760	2,035,000
December.....	3,141	171	5,169	2,438	-12,100	163,000	10,416	3,789	2,030,706
1941									
January.....	33,923	164	5,422	2,095	-10,000		14,992	35,783	2,057,275
February.....	134,433	96	5,887	2,095	-5,000		14,101	168,221	2,183,822
March.....	2,588	241	6,718	2,126	-11,200	171,000	12,262	4,246	2,177,808
April.....	39,228	239	6,751	2,203	-10,000		15,506	41,514	2,208,321
May.....	149,679	131	6,975	2,203	-5,000		13,527	189,126	2,348,953
June.....	3,286	54,715	7,135	2,203	-275,900	510,200	10,778	6,238	2,397,615
July.....	44,815	9	7,465	2,201	-10,000		13,310	48,864	2,432,774

<sup>1</sup> Transfers to trust fund from appropriations totaled \$1,705 million as of June 30, 1940; for fiscal year 1936-37, \$265 million was transferred; for 1937-38, \$387 million; for 1938-39, \$503 million; and for 1939-40, \$550 million.

<sup>2</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contribution Act.

<sup>3</sup> Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

<sup>4</sup> Based on checks cashed and returned to the Treasury.

<sup>5</sup> Minus figures represent notes redeemed.

<sup>6</sup> Prior to July 1940, includes balance of appropriation available for transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.



marks the inauguration of a new practice in making transfers from the appropriation account. During 1940-41, transfers from the appropriation account for current benefit payments occurred in all but 4 months, though they were considerably heavier during the first half of the year. Under the new procedure, that part of the appropriation apportioned to the Board for each calendar quarter will be made available in the first month of the quarter. The amount not required for benefit payments for the first month will be invested in Treasury notes, to be converted into cash during subsequent months as necessary. This practice will enable the Board to maintain a larger investment in Treasury notes during the first 2 months of each calendar quarter than would otherwise be possible.

The appropriation for administrative expenses in 1941-42 amounts to \$3.2 million. The appropriation for the preceding fiscal year was nearly \$3 million.

#### Unemployment Trust Fund

Total receipts of the unemployment trust fund amounted to \$82 million in July. This total included a transfer of \$3.9 million from the railroad unemployment insurance administration fund to the railroad unemployment insurance account,

bringing the total additions to the latter account during July to \$49 million. This transfer is not included in the column showing deposits but is added into the column showing the balance at the end of the period. The transfer was made in accordance with the amendments to the Railroad Unemployment Insurance Act of October 10, 1940, which permit the balance in the railroad unemployment insurance administration fund in excess of \$6 million to be transferred from the administration fund to the railroad unemployment insurance account. There were no transfers from State accounts to the railroad unemployment insurance account during the month. Most of the States have already completed their transfers to the railroad insurance account.

Expenditures from the unemployment trust fund during July consisted of withdrawals from State accounts for benefit payments of \$28.3 million, and railroad unemployment benefits of approximately \$366,000 (table 6). Railroad unemployment benefits were the lowest since July 1939, the first month of operation of the program, and one-third less than in June.

Certificates of indebtedness held by the fund increased \$60 million during the month, bringing the total of these investments to \$2,333 million as of July 31.

Table 5.—Status of the railroad retirement account, by specified period, 1936-41

[In thousands]

Period	Receipts			Benefit payments <sup>1</sup>	Assets at end of period			
	Amount appropriated	Transfers from appropriation to trust fund	Interest received		3-percent Treasury notes	To credit of appropriation <sup>2</sup>	To credit of disbursing officer	Total
Cumulative through July 1941.....	\$639,350	\$544,850	\$8,429	\$430,191	\$107,850	\$94,504	\$15,234	\$217,588
Fiscal year:								
Through June 1938.....	146,500	146,406	1,411	79,849	66,200	234	1,628	68,063
1938-39.....	118,250	107,094	2,202	105,774	67,200	13,206	2,334	82,740
1939-40.....	120,150	120,650	2,283	113,099	79,400	10,847	1,826	92,073
1940-41.....	\$113,600	124,350	2,534	121,174	74,000	2,503	10,530	87,033
1940								
July.....	122,600	20,000		9,758	70,400	113,440	12,066	204,915
August.....		26,000		9,892	85,400	87,450	22,173	195,023
September.....		10,000		9,997	85,400	77,451	22,176	185,026
October.....	\$-9,000	0		10,026	85,400	68,453	12,147	166,000
November.....		20,000		10,028	85,400	48,454	22,118	155,972
December.....		0		10,028	85,400	48,455	12,089	145,944
1941								
January.....		10,000		9,089	85,400	38,456	12,099	135,955
February.....		20,000		9,947	85,400	18,458	22,151	126,008
March.....		10,000		10,258	85,400	8,459	21,891	115,750
April.....		8,350		10,391	85,400	111	19,848	105,359
May.....		0	37	10,516	84,000	49	10,831	94,879
June.....		0	2,497	10,343	74,000	2,503	10,530	87,033
July.....	140,850	46,350		10,295	107,850	94,504	15,234	217,588

<sup>1</sup> Based on checks cashed and returned to the Treasury.

<sup>2</sup> Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

<sup>3</sup> Appropriation reduced by transfer of \$9 million in October 1940 to prior-

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Table 6.—Status of the unemployment trust fund, by specified period, 1936-41<sup>1</sup>

[In thousands]

Period	Total assets at end of period	Special Treasury certificates acquired <sup>2</sup>	Unexpended balance at end of period	Undistributed interest at end of period <sup>3</sup>	State accounts				Railroad unemployment insurance account				
					Deposits	Interest credited	Withdrawals <sup>4</sup>	Balance at end of period	Transfers from State accounts	Deposits	Interest credited	Benefit payments	Balance at end of period
Cumulative through July 1941.....	\$2,336,948	\$2,333,000	\$3,948	\$7	\$3,609,328	\$128,255	\$1,684,152	\$2,143,431	\$105,901	\$105,641	\$3,261	\$32,703	\$193,509
Fiscal year:													
1936-37.....	312,389	293,386	94	-----	291,703	2,737	1,000	312,389	-----	-----	-----	-----	-----
1937-38.....	884,247	559,705	12,247	-----	747,660	15,172	190,975	884,247	-----	-----	-----	-----	-----
1938-39.....	1,280,539	395,000	13,539	-----	811,251	26,837	441,795	1,280,539	-----	-----	-----	-----	-----
1939-40.....	1,724,862	443,000	14,862	-----	859,864	37,524	484,764	1,603,164	1,801	44,249	202	14,552	31,699
1940-41.....	2,283,658	563,000	10,658	-----	892,023	45,893	537,343	2,093,737	\$104,100	61,347	3,059	17,784	\$189,921
1940													
July.....	1,727,044	13,000	4,044	20	58,540	-----	56,410	1,695,594	\$414	11	-----	692	31,432
August.....	1,817,015	85,000	9,015	20	141,574	-----	51,741	1,785,427	0	1,062	-----	925	31,569
September.....	1,802,082	-18,000	12,082	-----	9,278	133	80,414	1,714,424	43,549	13,558	3	1,020	87,659
October.....	1,824,962	31,000	3,962	68	56,741	-----	82,994	1,688,171	50,016	21	-----	973	136,723
November.....	1,939,111	113,000	5,111	68	143,023	-----	29,863	1,801,331	1,014	781	-----	806	137,712
December.....	1,957,977	11,300	12,677	-----	12,819	21,509	30,826	1,804,833	1,452	14,698	1,016	1,733	153,144
1941													
January.....	1,995,108	29,000	20,808	12	68,204	-----	38,001	1,835,036	2,462	40	-----	3,085	\$100,061
February.....	2,100,651	113,000	13,351	12	145,649	-----	40,426	1,940,269	2,467	512	-----	2,650	160,381
March.....	2,092,339	-10,000	15,039	-----	13,141	54	34,042	1,919,412	0	15,064	5	2,522	172,928
April.....	2,126,553	40,000	9,253	106	66,517	-----	33,440	1,952,489	\$2,095	63	-----	1,728	173,958
May.....	2,263,477	137,000	9,177	106	106,135	-----	29,017	2,089,607	31	863	-----	1,085	173,764
June.....	2,283,658	18,700	10,658	-----	10,102	24,197	30,169	2,093,737	0	14,674	2,037	554	189,921
July.....	2,336,948	60,000	3,948	7	77,970	-----	28,276	2,143,431	0	45	-----	366	\$193,509

<sup>1</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

<sup>2</sup> Minus figures represent certificates redeemed.

<sup>3</sup> Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

<sup>4</sup> Includes transfers to railroad unemployment insurance account.

<sup>5</sup> Includes amounts certified by the Social Security Board to the Secretary of the Treasury in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

<sup>6</sup> Includes transfers from railroad unemployment insurance administration fund in accordance with amendments of Oct. 10, 1940, to the Railroad Unemployment Insurance Act, amounting to \$7.5 million in January 1941 and \$3.9 million in July 1941.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

# Recent Publications in the Field of Social Security

## GENERAL

BENSON, GEORGE C. S. *The New Centralization; A Study of Intergovernmental Relationships in the United States*. New York: Farrar and Rinehart, 1941. 182 pp. ("American Government in Action" series.)

Presents arguments for and against political decentralization; describes the existing pattern of Federal and State powers; discusses direct Federal activities, Federal grants-in-aid, and relations between local governments and the States and Federal Government; and analyzes the intergovernmental aspects of the social security programs.

CANADIAN WELFARE COUNCIL. *Implications for the Social Services in the Report on Dominion-Provincial Relations: I—The Rowell-Sirois Report and the Social Services in Summary*, by H. M. Cassidy; *Administrative Implications re Unemployment Insurance, Employment Services and Unemployment Aid*, by L. C. Marsh and Charlotte Whitton. Ottawa: Canadian Welfare Council, 1941. (C. W. C. Publications Nos. 101 and 102.)

The first two monographs in a series of six to be issued by the Canadian Welfare Council concerning the Report of the Royal Commission on Dominion-Provincial Relations. The first monograph reviews the work of the Commission and summarizes the special studies and appendixes. The second discusses the Commission's recommendations on employment security and unemployment relief. It includes data on the estimated relative volumes of persons insured or on aid, assistance, or relief.

CLAGUE, EWAN. "The Prospects for the Social Services in a National Defense Economy." *Bulletin of the New York School of Social Work*, New York, Vol. 24, No. 4 (July 1941), pp. 14-16.

Reasons for expecting an expansion and strengthening of some of the present programs of social service, and for the development of new services to meet the special problems arising out of the defense effort.

COLMAN, WILLIAM G. "The Merit Plan of Personnel Administration in the State Social Security and Unemployment Compensation Commissions." *Index of Public Assistance in Missouri*, Jefferson City, Vol. 4, No. 1 (January-March 1941), pp. 24-32.

A survey, including tables, of the merit-system examination program carried out in Missouri to comply with the 1939 amendments to the Social Security Act.

INDIANA. STATE CHAMBER OF COMMERCE. *1941 Indiana Tax and Social Security Manual and Legislative Directory*. Compiled by Research Department. Indianapolis: Indiana State Chamber of Commerce, December 1940. Various paging.

Contains sections on social security in Indiana (includ-

ing all forms of relief), State aid in local government, and comprehensive tax data for the State.

LABOR RESEARCH ASSOCIATION. *Labor Fact Book*, 5. New York: International Publishers, 1941. 224 pp.

Contains data on living standards, health conditions, unemployment, social security, and related matters.

*Litigation Problems Under the Social Security Act*. *Indiana Law Review*, Bloomington, Vol. 16, No. 6 (June 1941), pp. 437-540.

The entire issue is devoted to articles and notes on social security. Contains an introduction by Jack B. Tate and the following papers: Appeals Procedure Under Old-Age and Survivors Insurance, by Carl H. Harper and Bernard M. Niezer; Some Aspects of Coverage of the Social Security Act: What Is "Employment"? by Peter Seitz; and Judicial Review of Public Assistance Determinations, by Hubert H. Margolies.

NATIONAL CONFERENCE ON LABOR LEGISLATION, 7TH, WASHINGTON. *Proceedings*. . . . Washington, D. C., December 9, 10, 11, 1940. Washington: U. S. Government Printing Office, 1941. 122 pp. (U. S. Division of Labor Standards, Bulletin No. 45.)

Presents committee reports, papers, and discussion concerning topics in the field of labor legislation, including industrial home work, wage-and-hour legislation, child labor, workmen's compensation, migratory labor, labor supply in national defense, and the activities of the International Labor Office.

NATIONAL CONFERENCE ON SOCIAL SECURITY, NEW YORK. *Social Security in the United States, 1941; A Record of the Fourteenth National Conference on Social Security, New York City, April 4 and 5, 1941; Together With a Census of Social Security in the United States*. New York: American Association for Social Security, Inc., 1941. 187 pp.

The following papers were presented at five sessions:

Session on The Continuing Progress in Old-Age Protection: The Impact of Old-Age Insurance on Old-Age Assistance, by John J. Corson; The Decline of Pension Panaceas, by Glen Leet; The Medical Care Provisions for Public Assistance Recipients (papers on provisions in different cities: New York, by Grace E. Allen; Baltimore, T. J. S. Waxter; Chicago, Edna Nicholson; and general, Lucille M. Smith).

Session on The Persisting Fallacies in Unemployment Insurance: The Social Inadequacies of the Unemployment Insurance Programs, by E. J. Eberling; Some Urgent Problems in Unemployment Compensation Administration, by Ernest Kelly; Basic Fallacies in Merit Rating, by Clemens J. France; Should Unemployment Insurance Be Federalized? by H. C. Atkinson; The Employment Service and National Defense, by Milton O. Loysen.



Session on The Major Problems in Social Security: Unsolved Issues in Unemployment Insurance, by Herman A. Gray; Basic Tests of the Adequacy of Unemployment Insurance, by E. Wight Bakke; Dismissal Compensation in a War Economy, by J. Douglas Brown; The Social Security Problems of 1941, by Abraham Epstein.

Session on Medical Care and National Defense: Medical Care and National Defense, by Louis S. Reed; The Medical Program of the Farm Security Administration, by C. B. Baldwin; The Role of Voluntary Group Health Programs (papers on different programs, by Mario Scandiffo, Jacob Auslander, and Nelson Seitel).

Session on Social Security and National Defense: Social Security and National Defense, by Arthur J. Altmeyer; Social Security Is Moral Armament, by Leverett Saltonstall; Insecurity—the Enemy Within, by William Langer.

NATIONAL PLANNING ASSOCIATION. *Defense Planning and Labor Policy*. Washington: National Planning Association, 1941. 24 pp. (Planning Pamphlet No. 5.)

Discusses industrial organization and methods of assuring an adequate labor supply; contains data and recommendations.

PHELAN, EDWARD J. "The I. L. O. in Exile." *American Federationist*, Washington, Vol. 48, No. 8 (August 1941), pp. 22-23.

Summarizes the current scope of activities of the International Labor Office.

PHELAN, EDWARD J. "The International Labour Organization in Wartime." *Labour Gazette*, Ottawa, Vol. 41, No. 7 (July 1941), pp. 814-817.

REQUA, LEONARD A., JR. "Census Data in Relation to Public Welfare." *Social Statistics* (New York State Department of Social Welfare), Albany, Vol. 4, No. 3 (January-March 1941), pp. 3-14.

Comments on the growth, distribution, and age characteristics of the population of New York State.

RICH, E. EVERARD. "A Plan for the Social Services." *Public Administration*, London, Vol. 19, No. 2 (April-June 1941), pp. 114-127.

Suggestions for improving the British public social services by a more unified administration and through better social-work personnel.

STACK, MAURICE. "Social Insurance in Latin America: Its State and Standards." *International Labour Review*, Montreal, Vol. 44, No. 1 (July 1941), pp. 1-29.

A study of workmen's compensation, pension insurance, and sickness and maternity insurance in the nations of South and Central America.

TOWNSEND, FRANCIS E. *The Townsend National Recovery Plan; New Reference Book*. 2d ed. Chicago: Townsend National Weekly, 1941. 96 pp.

Includes a criticism of the old-age provisions of the Social Security Act and a statistical appendix.

WOLFE, JAMES H. "Determination of Employer-Employee Relationships in Social Legislation." *Columbia*

*Law Review*, New York, Vol. 41, No. 6 (June 1941), pp. 1015-1037.

Cases and principles in the fields of unemployment compensation and workmen's compensation.

## OLD-AGE AND SURVIVORS INSURANCE

BROWER, F. BEATRICE. "Trends in Company Pension Plans." *Conference Board Management Record*, New York, Vol. 3, No. 6 (June 1941), pp. 65-71.

Developments in company pension programs since adoption of the Social Security Act Amendments of 1939.

KUNC, CLARENCE C. "Social Security—Legality of Private Pension Plans." *Nebraska Law Review*, Lincoln, Vol. 20, No. 1 (March 1941), pp. 53-60.

A review of cases throughout the United States regarding the benefit rights of workers and survivors under private pension plans.

LADIMER, IRVING. "Effect of Social Security on Private Pension Plans." *Economic Security Bulletin*, New York, Vol. 5, No. 7 (July 1941), pp. 7-9.

MASSACHUSETTS. TEACHERS' RETIREMENT BOARD. *Annual Report . . . for the Year Ending December 31, 1940*. Boston: Department of Education, 1941. 12 pp. (Public Doc. 109.)

METHODIST CHURCH. BOARD OF PENSIONS AND RELIEF. *Year Book . . . 1941*. Chicago: Methodist Publishing House, July 1941. 112 pp.

"Old-Age Pensions for Women." *The Woman Worker*, Washington, Vol. 21, No. 4 (July 1941), pp. 7-8.

Reviews briefly statistics concerning women holding account numbers and receiving benefits, and analyzes data on earnings in connection with the problem of determining the number of women who will be eligible for benefits in the future.

PARKER, J. S. "General Income and Inheritance Taxation to Finance Federal Old-Age Benefits." *Bulletin of the National Tax Association*, Lancaster, Pa., Vol. 26, No. 9 (June 1941), pp. 266-269.

The difficulties inherent in plans to finance old-age and survivor benefits by means other than the pay-roll taxes.

"Railroad Retirement Operations in 1940-41." *Monthly Review of the Railroad Retirement Board*, Washington, Vol. 2, No. 7 (July 1941), pp. 3-6.

TEACHERS INSURANCE AND ANNUITY ASSOCIATION OF AMERICA. *Handbook of Life Insurance and Annuity Policies*. New York: The Association, July 1, 1941. 36 pp.

TIMKEN ROLLER BEARING COMPANY. *Retirement Annuity Plan for Salaried Employees in the United States Whose Annual Salaries Are \$3,000 or More*. Canton, Ohio: Timken Roller Bearing Company, 1941. 11 pp.

Details of a contributory plan to be effective June 1, 1941, if at least 75 percent of all eligible employees applied.

U. S. RAILROAD RETIREMENT BOARD. *Questions and Answers on the Railroad Retirement Act*. Washington: U. S. Government Printing Office, April 1941. 65 pp. An indexed informational booklet.

## EMPLOYMENT SECURITY

BOLLMAYER, FRED J. "Combing the Countryside." *Employment Service Review*, Washington, Vol. 8, No. 7 (July 1941), pp. 7-8.

The method employed and results obtained in an extensive campaign carried out in Bellefontaine, Ohio, by the State Bureau of Unemployment Compensation to determine whether an untapped reservoir of workers exists in smaller communities.

BROOKS, ROBERT R. R. *National Labor Policy and Total Defense*. Washington: American Council on Public Affairs, 1941. 15 pp.

Advocates maintenance of fair labor standards and voluntary recruitment of labor during the defense emergency. Comments on the functions of the Bureau of Employment Security and of the social security and relief programs during a period of expanding employment.

BROUGHTON, PHILIP S. *Man Meets Job—How Uncle Sam Helps*. New York: Public Affairs Committee, 1941. 32 pp. (Public Affairs Pamphlet No. 57.)

Surveys, in nontechnical language, the organization and work of the United States Employment Service, with emphasis on its function in the present defense emergency.

CARSKADON, T. R. *Labor in the Defense Crisis*. New York: Public Affairs Committee, 1941. 31 pp. (Public Affairs Pamphlet No. 58.)

A survey of the labor market today, including data and recommendations on wages, hours, training, and strikes.

COOMBS, P. H. "An Analysis of Reduced Rates to South Dakota Employers by Size of Pay Roll and by Industry." *South Dakota Unemployment Compensation Comments*, Aberdeen, Vol. 2, No. 7 (July 1941), pp. 6-9 ff. Processed.

Brief information on experience rating under the South Dakota Unemployment Compensation Law.

COOMBS, P. H. "Covered Employees and Wages Earned in 1939 and 1940." *South Dakota Unemployment Compensation Comments*, Aberdeen, Vol. 2, No. 8 (August 1941), pp. 5-7. Processed.

"Effect of Defense on Kansas Workers." *Kansas Labor and Industrial Bulletin*, Topeka, Vol. 10, No. 11 (June 1941), pp. 4-5.

FRASER, ANDREW, JR. *Employment and Earnings in the Engineering Profession, 1929 to 1934*. Washington: U. S. Government Printing Office, 1941. 235 pp. (U. S. Bureau of Labor Statistics, Bulletin No. 682.)

HARVEY, O. L. "Supervision of Apprentices." *Personnel*, New York, Vol. 18, No. 1 (July 1941), pp. 32-41.

HOPKINS, JOHN A. *Changing Technology and Employment in Agriculture*. Work Projects Administration, National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques. Washington: U. S. Government Printing Office, May 1941. 189 pp. (U. S. Department of Agriculture, Bureau of Agricultural Economics.)

Appraises the effect of technological changes on employment in agriculture since 1909, and sums up 12 monographs published by the WPA National Research Project and others still in preliminary form.

ILLINOIS. DIVISION OF PLACEMENT AND UNEMPLOYMENT. INSURANCE. *Employment Service Registrations and Defense Training of Negroes in Chicago*. Prepared by the Research and Statistics Section. Place not given, June 1941. 10 pp. Processed.

INDIANA. UNEMPLOYMENT RELIEF COMMISSION. *Effects of Nine Months of Increasing Employment on the Relief Population of Marion County*. Indianapolis, March 21, 1941. 18 pp. Processed.

Analyzes studies made in May 1940 and February 1941 of persons on the WPA and township relief rolls in Indianapolis.

"Industrial Operations, New York State, March 1940: Establishments Classified by Number of Employees." *Employment Review* (New York State Department of Labor), Albany and New York, Vol. 3, No. 4 (April 1941), pp. 170-182. Processed.

KANSAS. DIVISION OF UNEMPLOYMENT COMPENSATION. *Claim Statistics Cards*. Prepared by the Department of Research and Statistics. Topeka, May 1941. 18 pp. Processed. (Memoscript No. 94.)

Includes "a review of the procedure of handling claim records in 1939 and 1940, and a description of the selection of sample cases for legislative studies made in the winter of 1941."

KANSAS. DIVISION OF UNEMPLOYMENT COMPENSATION. *Kansas Employment Security Statistics Abstract of 1940*. Prepared by the Department of Research and Statistics. Topeka, 1941. 3 vols. Processed. (Employment Security Topics, Series B, No. 7.)

Part I, Cross Index of Publications of the Department of Research and Statistics; Part II, Summary of Employment Service Activities; Part III, Summary of Benefit Activities.

KWASH, LEO J. "How Merit Ratings Were Established." *Monthly Bulletin* (Connecticut State Labor Department, Division of Employment Security), Hartford, Vol. 7, No. 7 (July 1941), pp. 7-8.

Describes the system employed by the Connecticut Unemployment Compensation Division in arriving at the State's new modified tax rates.

"Labour in the National Defence Programme of the United States." *International Labour Review*, Montreal, Vol. 44, No. 1 (July 1941), pp. 42-60.

The character and functions of Federal agencies charged with labor-market responsibilities during the emergency.

MARYLAND. UNEMPLOYMENT COMPENSATION BOARD. *Random Sampling of an Unemployment Compensation Wage-Record File*. Prepared by Research and Statistics Division. Baltimore, July 1941. 10 pp. Processed.

The problem of determining the number of covered workers in a calendar year.

MAULDON, F. R. E. "Seasonal Variations in Labour Requirements in Australian Industries." *Economic Record*, Melbourne, Vol. 17, No. 32 (June 1941), pp. 81-89.

MISSOURI. UNEMPLOYMENT COMPENSATION COMMISSION. *Analysis of Wage Record Data for 43,054 Construction Workers Engaged on the Fort Leonard Wood Project in South Central Missouri During the First Quarter of 1941*. Prepared by the Department of Research and Statistics. Jefferson City, July 10, 1941. 19 pp. Processed. (Special Research Bulletin No. 4.)

An analysis of wages earned, geographical allocation of social security account numbers, and previous employment.

NEW YORK. DIVISION OF PLACEMENT AND UNEMPLOYMENT INSURANCE. *Help-Wanted Advertising, New York City, 1939-1940*. Prepared by the Bureau of Research and Statistics. Albany and New York, 1941. 103 pp. Processed. (Statistics Report No. 3, Miscellaneous Series.)

Analyzes labor demand as reflected through newspaper advertising. The volume is a preliminary report of trial studies initiated in January 1939.

O'CONNOR, BASIL. "Constitutional Protection of the Alien's Right to Work." *New York University Law Quarterly Review*, New York, Vol. 18, No. 4 (May 1941), pp. 483-497.

"The Ohio Labor Market." By the Division of Research and Statistics. *Compensator* (Ohio Bureau of Unemployment Compensation), Columbus, Vol. 4, No. 3 (July 1941), pp. 3-4 ff.

A survey of the current demand for workers in Ohio and its effect on employment service and benefit payment activities.

"Unemployment Compensation in Illinois." By members of the staff of the Rules and Regulations Section, Division of Placement and Unemployment Compensation, Illinois Department of Labor. *John Marshall Law Quarterly*, Chicago, Vol. 6, No. 4 (June 1941), pp. 572-602.

Describes the Illinois Unemployment Compensation Act and contains sections on administrative hearings concerning experience rating, collections, benefits, labor disputes, assessments, and refunds.

"Unemployment Insurance in Canada; Registration of Employers and Employees—Staff Training School." *Labour Gazette*, Ottawa, Vol. 41, No. 7 (July 1941), pp. 805-806.

Includes preliminary statistical data on the commencement of unemployment insurance in Canada.

## PUBLIC WELFARE AND RELIEF

BOWERS, WALTER A. "Federal Aids to Local Governments." *Tax Digest*, Los Angeles, Vol. 19, No. 7 (July 1941), pp. 229-231 ff.

The first of two papers on Federal payments in California.

BOYLAN, MARGUERITE. *Social Welfare in the Catholic Church; Organization and Planning Through Diocesan Bureaus*. New York: Columbia University Press, 1941. 363 pp.

A study of the general nature and scope of the diocesan bureaus of social welfare and the program of a particular diocese, namely, Brooklyn, New York. Includes a general discussion of the problems confronting the diocesan bureaus—personnel, training, finance, research, and social action. The appendix summarizes the work in 75 localities and contains an extensive selected bibliography.

BYINGTON, MARGARET F., Editor. *Organizing a Public Welfare Committee in Spring County*. New York: Published for the New York School of Social Work by Columbia University Press, 1941. 82 pp.

A chronological record of the organization, as effected under the auspices of representatives of the State Charities Aid Association. The reports of the representatives have been edited for classroom purposes.

DANSTEDT, RUDOLPH T., and LEUBA, WALTER. "Single Persons on Assistance." *The Federator*, Pittsburgh, Vol. 16, No. 6 (June 1941), pp. 158-161.

A partial summary of a 3-month study of 200 single persons on assistance, made by the Allegheny County Board of Assistance to determine the characteristics of the single persons, the special services they required, and how these services could be provided.

"The Emergency's Effect on Children's Services, Relief and Case Work, in Public and Private Agencies." *Bulletin of the New York School of Social Work*, New York, Vol. 24, No. 4 (July 1941), pp. 9-10.

FEDERATION OF SOCIAL AGENCIES OF PITTSBURGH AND ALLEGHENY COUNTY. BUREAU OF SOCIAL RESEARCH. *Trends in Social Services in Allegheny County Through 1940*. Pittsburgh, 1941. Reprinted from *The Federator*, Vol. 16, No. 5 (May 1941), pp. 107-148.

Reviews private aid in Pittsburgh in recent years, with brief data on general relief and work relief.

GIFFORD, L. D. "The SRA Comes to an End; Effect on County Indigent Load Shown." *Tax Digest*, Los Angeles, Vol. 19, No. 8 (August 1941), pp. 261-262.

Gives the number of "active county indigent cases" in 48 California counties on June 30, 1941, when the State Relief Administration of California was terminated, and on July 10. In addition, there are eight articles by county officials on How Is the SRA Problem Being Solved?



HASS, R. S. "Long Range Planning for Social Welfare in Kansas." *Kansas Government Journal*, Topeka, Vol. 27, No. 8 (August 1941), pp. 11-12.

*Homemaker-Housekeeper Service By and For Public and Private Welfare Agencies.* California Children, Sacramento, Vol. 4, No. 5 (May 15, 1941). 21 pp. Processed.

Four papers and a bibliography dealing with supervised homemaker service as a "means of preserving family ties when the home has temporarily or permanently lost the supervision of the mother."

"Illinois Accepts ADC." *Welfare Bulletin* (Illinois State Department of Public Welfare), Springfield, Vol. 32, No. 6 (June-July 1941), pp. 1 ff.

Notes on the law approved by the Governor of Illinois on June 30, 1941.

MITCHELL, JAMES M. "The Role of the Public Welfare Personnel Officer." *Public Welfare News*, Chicago, Vol. 9, No. 7 (July 1941), pp. 1-3. Processed.

NATIONAL COUNCIL OF LOCAL PUBLIC WELFARE ADMINISTRATORS. *A Summary of Discussion, First Annual Meeting.* Chicago: American Public Welfare Association, 1941. 14 pp.

Contains discussions on the food stamp plan, the personnel merit system, welfare and defense, and the desirability of Federal grants-in-aid for general relief.

QUEBEC. DEPARTMENT OF LABOUR. *Report on the Enforcement of the Old Age Pensions Act . . . the Blind Persons Aid Act . . . and the Needy Mothers' Assistance Act.* (Extract from the General Report of the Minister of Labour of the Province of Quebec for the fiscal year ending Mar. 31, 1941.) Quebec, 1941. 47 pp.

SHEDDAN, BOYD R. "Personnel Functions in an Assistance Program." *Public Welfare News*, Chicago, Vol. 9, No. 7 (July 1941), pp. 3-5. Processed.

U. S. CHILDREN'S BUREAU. *Recording Child-Welfare Services; Report of the Committee on Case Recording in Public Child Welfare Agencies in Rural Areas.* Washington: U. S. Government Printing Office, 1941. 38 pp. (Bureau Publication No. 269.)

Recommendations and principles concerning the nature, content, and form of rural child welfare records, as developed by a committee "composed of persons administering or supervising State programs financed in part by Federal social security funds for child welfare services in rural areas."

## HEALTH AND MEDICAL CARE

BRYCE, L. W. "List Practice in the Coal Fields." *Medical Economics*, Rutherford, N. J., Vol. 18, No. 11 (August 1941), pp. 36-41.

Presents in nontechnical language some economic considerations of interest to doctors.

CLARKE, ROBERT J., and PETERSON, ARTHUR G. "How Subscribers to Group Health Plans Cooperate With Physicians." *Medical Care*, Baltimore, Vol. 1, No. 3 (Summer issue 1941), pp. 222-228.

Mr. Clarke describes the workings of the Ross-Loom Clinic in Los Angeles, and Mr. Peterson summarizes the organization of the Group Health Association of Washington, D. C.

CLIFFORD, MARTHA L. "Clinical Consultations and Hospital Care Services in a Maternal and Child Health Program." *American Journal of Public Health*, Albany, Vol. 31, No. 7 (July 1941), pp. 693-696.

Describes activities under the Connecticut State plan for maternal and child health services.

COOMBS, LOLAGENE CONVIS. "Economic Differentials in Causes of Death." *Medical Care*, Baltimore, Vol. 1, No. 3 (Summer issue 1941), pp. 246-255.

A study of mortality data for Chicago, 1928-32, to determine whether all causes of death contribute equally to the higher mortality found in the lower economic strata and, if not, what particular causes of death account for the higher mortality rates in the lower economic levels.

DEUTSCH, NAOMI, and WILLEFORD, MARY B. "Promoting Maternal and Child Health; Public Health Nursing Under the Social Security Act, Title V, Part I." *American Journal of Nursing*, New York, Vol. 41, No. 8 (August 1941), pp. 894-899.

ELLIS, WILLIAM J. "Health and Welfare Activities in the Defense Program." *Hospitals*, Chicago, Vol. 15, No. 8 (August 1941), pp. 13-15.

"Federal Grants to States for Public Health Work; An Analysis of the Bureau of Legal Medicine and Legislation." *Journal of the American Medical Association*, Chicago, Vol. 117, No. 3 (July 19, 1941), pp. 204-205.

FERGUSON, GRACE BEALS. "Medical Social Work in the Next Decade." *Bulletin of the American Association of Medical Social Workers*, Chicago, Vol. 14, No. 5 (July 1941), pp. 69-72.

HEISER, VICTOR G. *Industrial Health Practices; A Report of a Survey of 2,064 Industrial Establishments.* New York: National Association of Manufacturers, May 1941. 76 pp.

Tables and text summarizing the results of a questionnaire, with special reference to the value of factory health programs, the policy of firms with regard to physical examinations, the characteristics of health programs, and the age and cost of such programs by size of company and type of industry.

"Medical and Hospital Care for Old Age Pensioners." *Hospitals*, Chicago, Vol. 15, No. 8 (August 1941), p. 69.

An editorial advocating support for State legislation to provide medical aid for persons receiving public assistance.

SALZMANN, J. A. "Programs of Dental Care." *Medical Care*, Baltimore, Vol. 1, No. 3 (Summer issue 1941), pp. 213-221.

Reviews steps taken in recent years by organized dentistry and dental leaders to help meet the problem of

extending dental services to a larger part of the population.  
SINAI, NATHAN. "But Health Insurance Is Different."  
*Harper's Magazine*, New York, Vol. 183, No. 1095  
(August 1941), pp. 274-282.

A critical discussion of existing health and hospitaliza-  
tion insurance contracts and recommended steps to serve as  
a basis for the development of a national system of health  
insurance.

STURGES, GERTRUDE. "Public Medical Care at the Grass  
Roots." *Medical Care*, Baltimore, Vol. 1, No. 3  
(Summer issue 1941), pp. 229-245.

Medical care for the needy in a New England township  
and a southern county (both unnamed). Medical facil-  
ities, administration of public medical care, the quantity  
and quality of service, and payment are considered and  
compared.

U. S. PUBLIC HEALTH SERVICE. *Directory of Clinics for  
the Diagnosis and Treatment of Venereal Diseases*.  
Washington: U. S. Government Printing Office, 1941.  
107 pp. (Supplement No. 4 to *Venereal Disease In-  
formation*.)

Covers all the States and the District of Columbia.